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Note verbale dated 15 April 2002 from the Permanent Mission of Brazil to the United Nations Office at Geneva addressed to the Chairperson of the fifty-eight session of the Commission on Human Rights

The Permanent Mission of Brazil to the United Nations Office and other International Organizations in Geneva presents its compliments to Ambassador Krzysztof Jakubowski, Chairman of the fifty-eight session of the Commission on Human Rights, and has the honour to forward herewith a copy of a document of the Government of Brazil on Food and Nutritional Security and the Human Right to Food in Brazil.

The Permanent Mission of Brazil would like to request that this document* be circulated to all member and observer States as an official document of the fifty-eighth session of the Commission on Human Rights and that it be placed on the web site of the Office of the High Commissioner for Human Rights accordingly.

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* Reproduced as received in the language of submission only.

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Annex

IPEA – Instituto de Pesquisa Econômica Aplicada [Applied Economic Survey Institute]
SEDH – Secretaria de Estado dos Direitos Humanos [Human Rights State Secretariat]
MRE – Ministério das Relações Exteriores [Foreign Affairs Ministry]
Food and Nutritional Security and the Human Right to Food in Brazil.
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Brasilia, March 2002.
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Ministry of Justice
Human Rights State Secretariat
Ministry of Foreign Affairs
Ministry of Planning, Budget and Management
IPEA – Instituto de Pesquisa Econômica Aplicada

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1 Presentation

The Brazilian Government is undertaking bold efforts, both in internal and external plans, towards promoting and protecting human rights in all instances, i.e., civil, political, economical, social and cultural. In the internal plan, several developments took place since Brazil adopted, in 1988, the new Federal Constitution, the text of which is marked by a strong concern about human rights and, thus, reflected a long-lasting and intensive debate, which counted on the civil society's participation. The 1988 Constitution represented an undeniable advance towards consolidating individual and collective grants and protecting the society's vulnerable sectors. It is worth of notice, for instance, its Title I – On Fundamental Principles, where was highlighted the "dignity of human being", and that establishes, in its 4th article, that Brazilian international relations are to be governed, among other principles, by the "prevalence of human rights", by the "self-determination of people" and by the "rejection to terrorism and racism". In Title II – On Basic Rights and Grants – and in Title VIII – On Social Order -, the constitutional rule protects several civil, political, economic, social and cultural rights, comprising almost all rights and interests required for the specific protection of the State.

The Constitution has being an inspiration and reference for the following legislation, based on several additional references to human rights-related issues.

In the plan of the Executive institutional organization, as a result of the recommendation of the *World Conference on Human Rights* (Vienna – 1993), a Human Rights State Secretariat was established – which holds a hierarchical status similar to a Ministry. In the structure of the Ministry of Foreign Affairs, a specialized department was established for human rights and social issues. Besides that, the *Conselho Nacional de Combate à Discriminação – CNCD* [National Council for Fighting Discrimination] was established in the scope of the Human Rights State Secretariat, as a result of the preparatory process for the World Conference Against Racism (Durban – 2001).

Still following the recommendations of the Vienna conference, the Government started a consultation process with civil society for preparing the National Program on Human Rights, which was adopted in 1996. The results of the *Programa Nacional de Direitos Humanos – PNDH* [National Program on Human Rights] were positive, generating several measures on promotion and protection, as well as measures on mobilization and awareness-raising among population in what concerns the importance of the human rights perspective in Governmental action. *PNDH* is currently under a review process, upon the participation of civil society, in such

a way as to incorporate economic, social and cultural rights. It is worth to notice that the Ministry of Justice introduced a chapter specifically addressed to granting the right to food.

All efforts developed during the last few years towards improving both Government and civil society actions towards promoting and protecting human rights have assigned an essential role to the State decentralization, multiplication and diversification of non-governmental public space, as well as the to more active participation of civil society's organizations and networks in the process. The last aspect, the interaction between State and civil society, is crucial for designing, formulating and implementing public policies, especially those addressed to fight poverty and social exclusion.

In the Brazilian State's external action, citizenship strengthening is highlighted. Brazil is signatory of the main international and regional tools for promoting and protecting human rights, and the governmental action is based on the recognition of the legitimacy of the international concern about the status of such rights anywhere in the world. Brazil also understands the need for developing international cooperation for improving human rights promotion and protection in all instances. The concept of international cooperation seeks, ultimately, for developing means towards overcoming economic, social and political obstacles that, often, impair significant shares of world population to have access to worthy living conditions.

Another relevant element concerns the human rights universality, which cannot be voided, relativized or limited by any kind of particularism. The advocacy towards indivisibility of and interdependence among all human rights is a crucial element for avoiding building hierarchies on a set of rights in detriment to other. Consequently, Brazil strongly participates in forums addressed to promoting and protecting human rights, and to the exercise of a constructive dialogue with the treaty bodies and several thematic tools of the Human Rights Commission, which comprises the *Relatoria sobre o Direito à Alimentação* [Office of the Special Rapporteur for Right to Food].

For the right to food, the opinion of the Committee on Economic, Social and Cultural Rights is shared. Such opinion is specially reflected in the General Comment 12, which assigns a progressive character to the realization of that right, and indicates the observance of specificities for its attainment, according to the unique conditions of each country trying to implement it. The General Comment 12, jointly with the Universal Declaration and the International Covenant on Economic, Social and Cultural Rights, establish the triad that guides the Brazilian Government actions towards fully accomplishing the right to food.

All the above-mentioned elements make up the grounds of dialogue between the Brazilian Government and the international organizations addressed to promoting and protecting human rights. The Offices Of Special Rapporteur, as established by the United Nations Human Right Commission, are an essential element of the tools available for States to improve their actions in that field. That is the reason why Brazil, since last decade, has been visited by the Special Rapporteurs on Racism and Racial Discrimination, on Violence Against Women; on Toxic Waste; on Children and Adolescents Sexual Exploitation and, more recently, on Torture. The visit of the Special Rapporteur for Right to Food is an additional and extremely significant link in that chain.

The Brazilian Government considers the visits of representatives from UN conventional and extra-conventional tools in the field of human rights as highly relevant. Bearing that in mind, the President of the Republic announced, on December 2001, the decision of extending the standing invitation to such tools. By doing that, Brazil became one of the twelve countries (and the first country in South America) that have already made such kind of manifestation.

In 2000, Brazil supported the establishment the Office of the Special Rapporteur for the Right to Food by the Human Rights Commission. Such Office was viewed as a response to the manifestation of both Brazilian and international civil societies. Therefore, the visit of Professor Jean Ziegler, additionally to the previous visits, makes up an important frame of dialogue between Brazil and the international system for promoting and protecting human rights. Brazil is the first country that the rapporteur visits under this condition.

Aiming at subsidizing the compliance with the special rapporteur's mandate during his visit to Brazil, the Brazilian Government decided to prepare this document, which brings a brief summary on governmental actions in the field of right to food. The document also reflects, as far as possible, the wealth of the internal debate about the right to food that, in Brazilian tradition, holds back in time to Josué de Castro.

It would not be excessive, while dealing with this issue, to stress out the general concern of Brazilian people about the undesired impacts of the international situation on the problematic of right to food in Brazil. In this document, it is worth to notice that the Brazilian Government shares the civil society's concerns about the negative incidence of the conjecture on crucial aspects of human right, such as in the case of right to food. The Government advocates the need to adopt in the international plan – beyond the necessary corrections in the internal plan – measures for forecasting, reducing and compensating the undesirable impacts of world

persistence and changes, whether structural or clearly related to the conjuncture, on any instance of human rights. To develop the progressive realization of right to food – internal responsibility of each State – is a project where the increasingly globalized international economy cannot be left apart.

This document, named *Food and Nutritional Security and the Human Right to Food in Brazil*, is a result of an effort articulated by the *Instituto de Pesquisa Econômica Aplicada – IPEA* [Institute of Applied Economic Survey] of the Ministry of Planning, jointly with the *Secretaria Estadual de Direitos Humanos – SEDH* [Human Rights State Secretariat] of the Ministry of Justice, and with the *Departamento de Direitos Humanos e Questões Sociais* [Department of Human Rights and Social Issues] of the Ministry of Foreign Affairs. It is also worth to highlight the participation of the Ministries of Education, Agrarian Development, Social Security and Health, as well as the participation of the *Comunidade Solidária*.

By presenting this document, the Government does not intend to put an end to the discussion, conceptually wealthy, about the right to food in Brazil. Rather, the effort presented in this governmental document intends to collect, whenever possible, the positive aspects of the different views about the issue, and seeks for informing the special rapporteur about the main aspects of the issue in Brazil.

The importance of right to food, its multisectorial nature that permeates all State actions, as well as the Brazilian geographic, administrative and political complexities are some elements that may explain the difficulties for exhaustively dealing with the issue herein. Therefore, the document was prepared in such a way as to: *(a)* disclose evident developments in the promotion of and protection to food in the country; and *(b)* record the existing deficiencies towards fully attaining such progressive right.

The document was structured by topics, always trying to follow the lines of General Comment 12 of the Committee of Economic, Social and Cultural Rights. Similarly, the Universal Declaration of Human Rights and the International Covenant on Economic, Social and Cultural Rights were the guidelines for this document.

This paper has three main chapters. The first one gives a background on food and nutritional security and right to food in Brazil; the second chapter presents a diagnosis on the issue of hunger in Brazil. The third and last chapter aims at analyzing, in details, the policies on promotion of human right to food in Brazil in its main aspects.

Due to its ethnical, social and geographic conformation, as well as for its status of developing country, Brazil plays an important role in terms of examining the issue of right to food. That is so because Brazil faces problems typical of developing countries and other more specific problems of developed countries, then generating a wide range of solutions, met in programs at the Federal, State and Municipal level, as well as civil society's programs. These may be an illustration in the search for solutions for accomplishing the right to food, some of which could even serve as an example in broader terms in the International Community.

The visit of Professor Jean Ziegler, the first one after he took office in the Office of Special Rapporteur, has a different feature from the visits of other Human Rights Commission mechanisms. Despite necessarily having a dimension of monitoring the implementation of the dispositions corresponding to the International Covenant on Economic, Social and Cultural Rights, the visit of the special rapporteur contributes for both Government and civil society to improve their actions towards the right to food and to deepen the search for alternatives addressed to the broader accomplishment of such right. Summarily speaking, the visit of the special rapporteur on Right to Food propitiates the updating of the crucial debate about the right to food in general and, in the light of the specific Brazilian features concerning that matter, foments the search for formulas addressed to ensuring its progressive accomplishment in Brazil.

Therefore, it is expected that the dialogue that is now starting with the United Nations Special Rapporteur on Right to Food becomes an important tool for promoting and protecting the right to food in Brazil. Much has been done in the Governmental field in the last few years, but there is still much more to do. To recover the historic underdevelopment – the negative heritage in Brazilian economic, social and cultural conditions – is a task for everyone, and demands a bold long-term effort from both Government and civil society.

2. Background on Food and Nutritional Security and Right to Food in Brazil

2.1 The pioneer role of Josué de Castro

The consolidation of the idea of food as a basic human right, as well as the construction of the concept of food and nutritional security in Brazil, run a long way, where the role of social movements, non-governmental organizations and experts are outstanding.

The first systematic considerations about the issue can be attributed to Josué de Castro (1908 – 1973), whose studies started in the 30's have strongly contributed to build-up political commitments, both national and international, for facing hunger. Castro tried to show, in a completely new way by that time, the intrinsically political and social feature of hunger. He was

a researcher and a university professor. Among his works, two are outstanding: *Geografia da Fome* (1946 [Hunger Geography] and the *Geopolítica da Fome* (1951) [Hunger Geopolitics]. Those books had a great impact all over the world, and were translated, in successive editions, to more than twenty languages. Furthermore, the books greatly contributed for warning the international public opinion about the hunger issue: stigma of underdevelopment, remainder of socioeconomic structures inherited from colonialism and consequence of governmental policies and economic dynamics that produce social unbalances and injustices. In the 50's, Castro started his international career: from 1952 to 1956, he was the chairperson of the United Nations Council for Food and Agriculture – FAO. In 1960, he chaired the Campaign against Hunger, promoted by the United Nations, advocating, as the primary human right, the right to food. From 1955 to 1963, he was a Federal Deputy – by the *Partido Trabalhista Brasileiro* [Brazilian Worker's Party] – elected by the State of Pernambuco. He resigned and took office as Brazilian Ambassador before the United Nations international organizations, in Geneva (1963 – 1964). Em 1964, he lost his civil rights due to the military dictatorship, and was a refugee in Paris, where he died.

2.2 Developments in the 80's

It was only in the middles 80's, following the country democratization path, that the first reference to the expression "food security" was registered in the governmental scope. In fact, a proposal on a "national policy on food security" was prepared in 1985, at the Ministry of Agriculture, aiming at reaching the national self-sufficiency in food production. It was also suggested the establishment of a national council on food safety, chaired by President of the Republic and made up by Ministers of State and by representatives of employer's and employee's unions.

Despite the little repercussion at that time, the proposal contributed for opening the debate and, for that reason, the health field retook the issue on the following year. In 1986, as part of the process of the *8ª Conferência Nacional de Saúde* [8th National Conference on Health], the Ministry of Health, through the *Instituto Nacional de Alimentação e Nutrição – INAN* [National Institute on Food and Nutrition], convened the *I Conferência Nacional de Alimentação e Nutrição – ICNAN* [1st National Conference on Food and Nutrition], which was attended by governmental and non-governmental representatives.

ICNAN, by incorporating the dimension of access to food, dietary needs and quality of food products to the spheres of agricultural production and supply, broadened the initial concept of

food security. Food was approached as a right, and for realizing it, the Conference proposed the establishment of a national council on food and nutrition, under the Ministry of Health, as well as a system on food and nutritional security, to be coordinated by the Ministry of Planning. Both of them would count on the participation of representatives from several sectors of civil society. The replication of that structure in the States, in order to grant access to food with enough quality and in proper quantity, was also proposed.

Despite the broadness of debates, few concrete results arose out the *I Conferência Nacional de Alimentação e Nutrição*. It was necessary to wait until the early 90's for having the issue discussed again.

2.3 The Pathway of the 90's

The 90's represented a milestone for the issue of food and nutritional security in Brazil. In 1991, leaderships of the *Partido dos Trabalhadores* [Worker's Party] divulged a proposal on a national policy for food security. The proposal gathered the previous discussions e took another step towards understanding the concept. It would be the focus of the agro-alimentary production (agrarian, agricultural and agro-industrial), the commercialization, distribution and consumption of food within a perspective of decentralization and regional differentiation. Simultaneously, remedy actions against hunger would be implemented, which would also include governmental actions on food quality control and foment to healthy dietary practices. A national council on food security, similar to the one proposed within the scope of the Ministry of Agriculture, in 1985, would coordinate this policy.

If the President Fernando Collor (1990-92) was not sympathetic to the proposal, it was not the same with President Itamar Franco (1992-1994). By the end of 1992, when Mr. Itamar Franco took office as the President of the Republic, the political environment was favorable to proposals of that nature. The *Movimento pela Ética na Política* [Movement for Ethics in Politics] – an emergent social actor that played an outstanding role in the impeachment process against the President Fernando Collor – launched the campaign *Ação da Cidadania Contra a Fome, a Miséria e pela Vida* [Citizenship Action Against Hunger and Misery and For Life]. Such campaign evoked the national solidarity feeling in favor of those socially excluded and promoted several campaigns for distributing food and fulfilling social needs (literacy-building, job and income generation, fight against malnutrition, among others) all over the country, motivated by the feeling of indignation before hunger, misery and social exclusion. On the other hand, the priority that President Itamar Franco assigned to the fight against hunger, even in his first speech,

and his sympathy for the document prepared by the *Partido dos Trabalhadores* contributed for the implementation of a new experience on participation, which became concrete through three tools.

- The preparation, by IPEA, of a "Map of Hunger", which subsidized the debate and policies formulation when disclosed, for the country, the dimension of the problem in Brazil: 32 million Brazilian individuals did not have income enough for buying food.
- The elaboration of the *Plano de Combate à Fome e à Miséria* (April 1993) [Plan on the Fight Against Hunger and Misery], as an articulated set of action commitments by the Government, mainly marked by three principles: partnership, solidarity and decentralization.
- The establishment, in April 1993, of the *Conselho Nacional de Segurança Alimentar – CONSEA* [National Council on Food Security], whose duties of consultation, advice and establishment of priorities to be submitted to the President of the Republic should be performed through a partnership among Ministers of State and outstanding personalities in Brazilian society, identified among several sectors of civil society, mainly appointed by the *Movimento pela Ética na Política.*

The experience, which lasted two years (1993 and 1994), was made up by actions fomented by CONSEA, which can be summarized in five major blocks:

- Rationalization and performance improvement of institutional programs on food and nutrition: decentralization of school meals; broadening and dissemination of the *Programa de Alimentação do Trabalhador* [Program of Food for Workers]; implementation of a program for fighting infantile malnutrition; and distribution of public food stock to needy populations or victims of droughts;
- Support to the program on rural workers settlement;
- Support to job and income generation: 1994 was declared as the "Year of Job";
- Mobilization of actions for children and adolescents; and
- Organization, through a partnership with the Government and the *Ação da Cidadania* [Citizenship Action], of the *I Conferência Nacional de Segurança Alimentar – ICNSA* [1st National Conference on Food Security], held on June 1994. The conference is a result of a process of national mobilization about the food issue and the dimension of the hunger issue in the country. It gathered about two thousand people in Brasilia, among which delegates, invitees and observers. On that occasion was established the understanding that a national

policy on food security should be based on three major axes: *(i)* to extend the conditions of access to food and reduce its charge over the family budget; *(ii)* ensure health, nutrition and food to specific population groups; and, *(iii)* grant the biological, sanitary, nutritional and technologic quality of food and its use, therefore stimulating healthy dietary and living practices.

Undoubtedly, CONSEA experience was innovative, since it contributed for:

- Introducing the hunger issue into the national political agenda: hunger became a mandatory issue on political debates in the country;
- Mobilizing the civil society, mainly due to efforts of the *Ação da Cidadania*; and
- Broaden the citizens' participation in the formulation and monitoring of public policies.

Along that process, the Brazilian version of the concept of food and nutritional security was consolidated. The concept is: to grant to everyone conditions of access to safe and nutritious food, in quantity enough and permanently, without jeopardizing the access to other essential needs. That should be grounded on healthy dietary practices, thus contributing for a worthy existence in a context of integral development of the human being.

One could say that CONSEA developments were mainly political. In practice, some limitations could be observed, since the council failed in obtaining, in the Government scope, the enforcement of policies that effectively changed the food and nutritional security into a strategic objective.

In 1995, the President Fernando Henrique Cardoso replaced CONSEA by the *Conselho da Comunidade Solidária*, which as also linked to the Office of the Minister and Chief of Staff for the Presidency. The new council changed the focus on food and nutritional security to the fight against poverty. Within the context of such change, many initiatives directly addressed to food and nutritional security were developed.

The strategy of fight against poverty, implemented by the Executive Secretariat of the *Comunidade Solidária*, was structured based on the evaluation of CONSEA experience. The main objective of that strategy was to fight hunger and poverty, in the scope of a monetary stabilization plan and based on a set of articulated actions and partnership promotion between the State and the civil society. Therefore, it identified, at the Federal Government scope, a cast of programs selected for their impact on the improvement of the most needy populations' quality of life. The identified actions fulfilled six major objectives: *(i)* to reduce mortality in childhood; *(ii)* to improve the dietary conditions of students and needy families; *(iii)* to promote basic sanitation

and housing actions for low-income populations; *(iv)* to stimulate familiar agriculture and support rural workers settlement; *(v)* to support the basic teaching development; and, *(vi)* generate job and income, and promote professional qualification. The Government gave a special attention to such actions, assigning them a "priority seal", in order to broaden their coverage and increase their efficiency and efficacy. The strategy also intended the integration and convergence of actions in geographic areas with higher concentration of poverty.

Still in its articulator role, the *Comunidade Solidária* coordinated, in partnership with FAO, an inter-ministerial technical committee on food and nutritional security. It was also upon the *Comunidade Solidária*'s support that the Ministry of Foreign Affairs coordinated the preparation of the Brazilian document presented at the *World Food Summit*, which took place in Rome, in 1996. Besides incorporating the results of the previously mentioned works, the process of elaborating the text counted on consultations with civil society's institutions. After the Summit, the Executive Secretariat of the *Comunidade Solidária* was assigned with the task of being the focal point for follow-up on the *World Food Summit*.

An important process leaded by Comunidade Solidária in this scope, was a broaden consultation with governmental and non-governmental actors, in order to establish a common sense on a minimum agenda on priorities, measures, tools and procedures related to food and nutritional security. The most conceptual common senses approved, defined that food and nutritional security must:

- be one of the articulator axes for a development strategy addressed to fighting social exclusion and promoting life;
- demand an intensive articulation among the several governmental and non-governmental bodies, in the elaboration, execution and supervision of policies, rules and programs;
- require that the availability of food be sufficient and accessible for meeting the consumption needs of the entire population;
- require the agricultural system stability, by avoiding fluctuations in demand and supply, which threaten the fulfillment of food needs;
- require the agricultural system to be sustainable, in such a way that natural resources and food availability be preserved, for both current and future generations;
- require that the international plan advocates for regulation tools that prohibit disloyal commerce practices, that stimulate national agriculture and that contribute towards increasing food availability;

- stimulate research lines about technologies that articulate productivity increases and waste reduction by improving natural resources management, then respecting local knowledge and stimulating the use and preservation of biodiversity;
- make available to citizens safe and adequate food, that meet their culturally built dietary needs, uses and practices, and that promote an active and healthy life;
- include actions directly related to health promotion: prevention against diseases caused by inadequate diet, whether in terms of quality or quantity, and food assistance programs for social groups and nutritionally and socially vulnerable groups, as well;
- require de availability of and access to information about all assumptions and requisites, policies and programs, tools and procedures;
- become concrete in the domicile or domestic space, thus demanding a set or articulated and convergent policies oriented by the analysis of social indicators.

Besides those common points, about forty proposals were agreed, some of which already ongoing in the Federal government scope.

After 1999, when the second mandate of President Fernando Henrique Cardoso started, the *Comunidade Solidária* underwent some changes: its original attributions of coordinating and integrating actions on fight against poverty in areas of extreme social vulnerability were transferred to another instance: the *Alvorada Project*. *Comunidade Solidária* was then in charge of inducing experiences on integrated and sustainable local development, through the *Comunidade Ativa* [Active Community], and of promoting innovative initiatives on partnership between the State and civil society.

It should be noticed that in 1999, after a broad process of consultation with governmental and non-governmental institutions, the Ministry of Health approved the *Política Nacional de Alimentação e Nutrição – PNAN* [National Policy on Food and Nutrition], where food is explicitly understood as a basic human right. Although PNAN does not comprise all components of a national policy addressed for granting adequate food for the population, it tries to define the sectorial contribution of health in that challenge.

During that period, civil society's institutions sympathetic to the issue created, more precisely in 1998, the *Fórum Brasileiro de Segurança Alimentar e Nutricional – FBSAN* [Brazilian Forum on Food and Nutritional Security]. That Forum, as well as several other non-governmental organizations, is inserted into world networks on food security (for instance, *Rede de Segurança Alimentar e Cidadania dos Povos de Língua Portuguesa* [Network on Food

Security and Citizenship for Portuguese-Speaking Peoples]; *Rede Internacional para o Direito Humano à Alimentação – FIAN* [International Network for Human Right to Food]; *Rede Interamericana de Agricultura e Democracia – RIAD* [Interamerican Network for Agriculture and Democracy]; and the World Alliance on Nutrition and Human Rights), that articulate the global civil society and keep relationships with governmental and inter-governmental organizations about this issue. The action of such networks played a relevant role, for instance, in the inclusion of a specific item (item 7.4), "Human Right to Food", in the Plan of Action of the World Food Summit, and in the subsequent promotion, by the United Nations Committee on Economic, Social and Cultural Rights, of a more precise definition on the content of human right to adequate food (see General Comment Nº 12). The actuation of NGOs was also important for the designation, by the UN Human Rights Commission Division, of a special rapporteur for that specific subject.

Furthermore, *FBSAN* has established, in the country, partnerships with some State Governments and with other civil society's organizations, aiming at implementing local strategies on Food and Nutritional Security (for instance, Alagoas, Mato Grosso do Sul, Minas Gerais and Rio Grande do Sul). In the States of Mato Grosso do Sul and Minas Gerais, State food and nutritional security councils were established, aiming at promoting the human right to food and nutrition by articulating governmental and non-governmental actions in the implementation of public policies.

It is also important to stress out the review of the *Programa Nacional de Direitos Humanos – PNDH*. In fact, the PNDH, launched by the President of the Republic on 13 May 1996, inscribed the human rights issue in the list of the Federal Government public policies, and stimulated the adoption of several measures addressed to grant the enjoyment of such rights by all population layers. PNDH, keeping in mind the principle of human rights indivisibility, gave priority to civil and political rights. PNDH proposes several initiatives related to promotion of social rights of vulnerable groups, such as women and children. The PNDH review in 2000 and 2001 was carried out in partnership with civil society's organizations from all over the country. This process provided the Brazilian society and government with the opportunity of analyzing the developments since 1996, the proposals of actions that became governmental programs and the problems identified during the PNDH implementation. The inclusion – in the new version of this program – of economic, social and cultural rights, as well as of a specific chapter on the right to food, is streamlined with the notion of indivisibility and interdependence of all human rights, as

expressed in the Declaration and in the Vienna Action Plan (1993). Furthermore, it is oriented by the parameters established in the 1988 Federal Constitution and by the commitments undertaken by the Brazilian State within the scope of the International Covenant on Economic, Social and Cultural Rights, as well as the San Salvador Protocol on Economic, Social and Cultural Rights Issue, ratified by Brazil in 1992 and 1996, respectively.

The PNDH II, submitted by the *Secretaria de Estado dos Direitos Humanos – SEDH* to the Presidency of the Republic on 19 December 2001, will be officially disclosed to the nation, upon new public consultation, on April 2002. PNDH II establishes new ways for following-up and monitoring the actions comprised in the program, based on the strategic relation between its implementation and the elaboration of budgets at the Federal, State and Municipal levels. PNDH II will be implemented through annual Plans of Action, which shall define the measures to be adopted, the budgetary resources addressed to finance them and the bodies responsible for executing them. Although PNDH review is taking place less than one year far from the taking of office of the new Government, the commitments stated in the document relating to the promotion and protection of the human rights, are far beyond the current administration and are projected in time, regardless the political orientation of the future management. PNDH II actions shall influence, for instance, the process of elaborating the Plano Plurianual – PPA 2004 – 2007 [Pluriannual Plan]. The National Program shall also act as a parameter and guidance for defining social programs to be developed in the country until 2007, when the new review of the PNDH shall take place.

During the last year, aiming at preparing the Brazilian document for the meeting *World Food Summit – five years later*, about food and nutritional security, the President of the Republic appointed the *Comitê de Acompanhamento de Implementação do Plano de Ação da Cúpula Mundial de Alimentação da Organização das Nações Unidas para Alimentação e Agricultura – FAO* [Monitoring Committee on the Implementation of the Plan of Action of FAO World Food Summit] (October 2001). The committee, chaired by the Ministry of Foreign Affairs, is made up by representatives of the Federal Executive, organized civil society's institutions (employer's organizations, worker's organizations and social movements sympathetic to the issue). The committee is in charge of "monitoring governmental and civil society's actions addressed to the implementation of the commitments established in the Plan of Action of the World Food Summit (...), on poverty eradication and promotion of access to abundant and adequate food, as well as the sustainable development" (Decree Nº 3.982, of 24/Oct/2002, art. 2).

In 2001, the Ministry of Health, through the *Coordenação Geral da Política de Alimentação e Nutrição* [General Coordination of the Food and Nutrition Policy] developed several activities on planning and operationalizing programs, as foreseen in the *Política Nacional de Alimentação e Nutrição – PNAN*. The first program to be implemented, under that view, is the Bolsa-Alimentação [Financial Support for Buying Food], a program on income transfer bound to a positive commitment agenda concerning basic actions on health, addressed to families whose children and pregnant women are under nutritional risk.

The analysis of Brazilian experience on food and nutritional security and right to food undoubtedly reports conquers and developments. However, the problems to be faced are still very expressive. Although a significant reduction in the population contingent under conditions of extreme poverty or indigence (which was of 32 million individuals on 1994) took place in middle 90's, the country enters the 21st Century with a balance of 21 million indigents, i.e., 21 million people whose income does not allow for adequate food. It means that Brazil has not yet granted the right to food to 13% of its population. The fight against hunger remains as a great challenge for everyone who fights for food and nutritional security. A diagnosis on this situation in Brazil is presented below.

3. Diagnosis on Hunger in Brazil

The hunger in Brazil is, in essence, a matter of access to food rather than availability of food. The country produces more than enough for meeting the food demand of its population; however, it cannot promote an equitable distribution of such food. In fact, data from FAO[1] reveal an availability of 2,960 kilocalories per person and per day, therefore much higher than the minimum recommended of 1.900 kcal / person / day.

The unbalance on access to food is still a reflex of the unbalance on income distribution. In Brazil, there is a huge gap between rich and poor people. Furthermore, such distance is being steady along the last decades. Then, for example, between 1977 and 1999, the Gini coefficient, with few exceptions, has remained 0.60, corresponding to one of the highest levels in the world. In other words, there is a perverse social symmetry, where 10% of the richest hold 50% of the total income of families and, as a mirroring, the poorest 50% hold about 10% of the income (see graph 1). Furthermore, the richest 10% have an income ranging from 22 to 31 times the value of the income obtained by 40% of the poorest people in Brazilian population.

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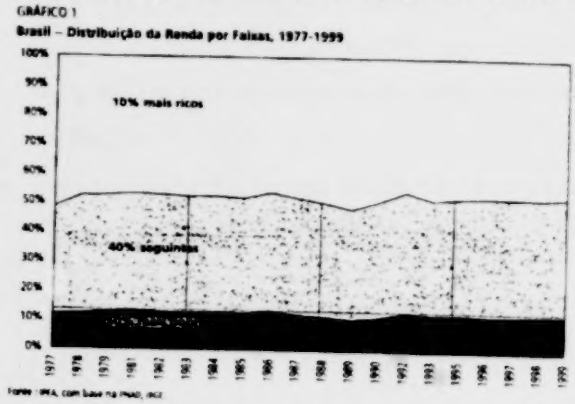
[1] FAO. "Relatório da Insegurança Alimentar no Mundo" [Report on Food Insecurity in the World]. Sofi: 2000

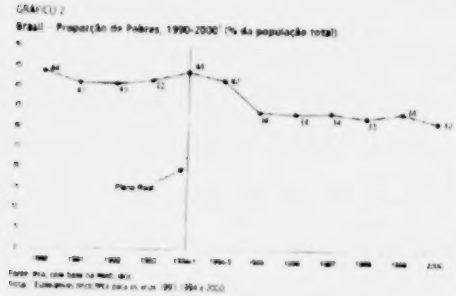
BRAZIL – INCOME DISTRIBUTION BY BANDS, 1977 – 1999



[entra gráfico 1]

The reversal of the situation, as inherited centuries ago from an excluding social structure, is the major challenge posed for the country, since it requires for deep changes in the distribution of productive assets. No democratic society, based on market economy, has accomplished such task in short-term. It is necessary to stress out, however, that if on one hand the macroeconomic and social policies undertaken by the Federal Government in the last few years have not influenced the structure of income distribution in the country, on the other hand they have contributed for diminishing poverty and hunger in Brazil. Among other results, such policies have promoted the real increase in domiciliar income *per capta* and a food price increase below the inflation rate in general, thus reducing, whether in absolute or relative terms, poverty and indigence. As can be noticed from graphics 2 and 3, in 1990 44% of the population residing in Brazil – which corresponded to 63 million people – was poor. It can be observed that, after a small reduction during the first years of that decade, the percentage increased again, reaching 44% once more in 1994, representing 67 million people in that year. Upon the success of the plan on economic stability (Plano Real), the proportion of poor people considerably decreased (10 percentile points) and became steady in 33%, which was maintained despite international and local economic uneasiness.

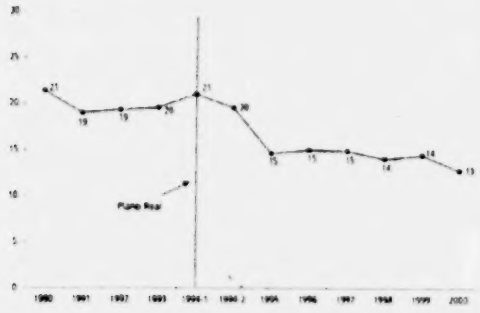
Brazil – Proportion of Poor People, 1990 – 2000[1] (% of total population)



Source: IPEA, based on PNAD, IBGE.

Note: [1] Estimates DISOC/IPEA for 1991, 1994 and 2000.

Brazil – Proportion of Indigent People, [1] 1990 – 2000 [2] (% of total population)



Source: IPEA, based on PNAD, IBGE.

Notes: [1] The proportion of indigent people is included in the proportion of poor people

[2] Estimates DISOC/IPEA for 1991, 1994 and 2000

In the last year of the decade the proportion of poor people was about 32%, or 54 million people. The incidence of extreme poverty, or indigence, reported a similar movement: from 21% (31 million people) in 1990, it slightly decreased, returned to 21% (32 million) in 1994, decreased to 15% after the Plano Real and stabilized in about 14% for the last years of that period. In 2000, the proportion of indigents reached 13% of population, equivalent to 22 million people.

It is important to notice that the reduction in the second half of the decade took place nationwide, and was more intense in the Northeast region that, however, remains as the poorest region. A similar situation was observed in the metropolitan, urban and rural areas, being intensified in the last ones.

According to data from Economic Commission for Latin America and the Caribbean – ECLAC – (2001), no other Latin American country reached such reduction in extreme poverty along the last decade, as can be observed from table 1.

TABLE 1

Velocity in the Reduction of Extreme Poverty in Latin-American Countries

Countries	Initial Year (A)	Final Year (B)	Variation (B-A)/N° of years
Brazil	23.4 (1990)	12.9 (1999)	-1.2
Chile	12.9 (1990	5.7 (2000)	-0.7
Colombia	26.1 (1991)	26.8 (1999)	0.1
Costa Rica	9.8 (1990)	7.8 (1999)	-0.2
El Salvador	21.7 (1995)	21.9 (1999)	0.0
Guatemala	41.8 (1989)	34.1 (1998)	-0.9
Honduras	60.6 (1990)	56.8 (1999)	-0.4
Mexico	18.8 (1989)	18.5 (1998)	0.0
Nicaragua	48.4 (1993)	44.6 (1998)	-0.4
Panama	19.2 (1991)	10.7 (1999)	-1.1
Venezuela	14.6 (1990)	21.7 (1999)	0.8
Latin America	**22.5 (1990)**	**18.5 (1999)**	**-0.4**

Source: Panorama Social da América Latina 2000 – 2001 –ECLAC

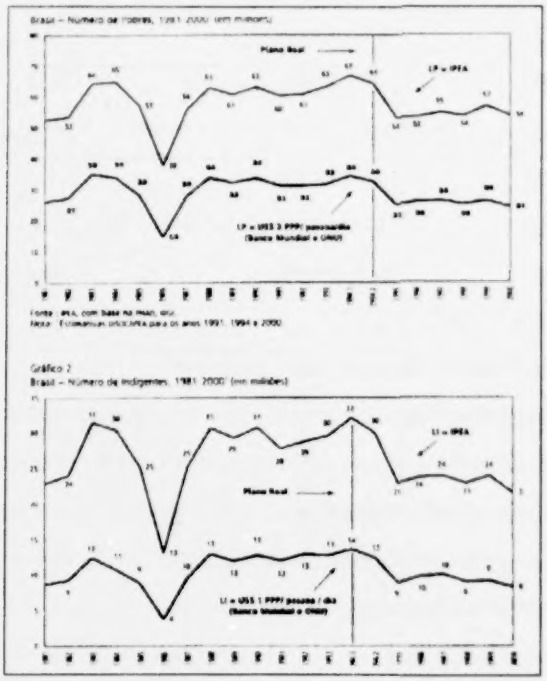
Discussion on Lines of Poverty and Indigence

The definitions of poverty and indigence lines (and, therefore, the results obtained on the number and proportion of poor and indigent people) involve a reasonable level of arbitrary judgement. Higher lines surely result in greater quantities of poor and indigent people. Each institution or researcher use the line they like most or think is the best. That is the reason for the frequent polemics about the "real" number of poor and indigent people.

International organizations, such as UNDP and the World Bank, adopt as line of poverty the income of US$ 2 PPP per person per/day and, as line of indigence, the income of US$ 1 PPP per person/day. The lines used herein correspond to the methodology developed by IPEA, which uses regionalized lines of poverty and indigence (minimum of R$ 68.00 and maximum of R$ 126,00, in reais as of 1999, per person per month). Hence, the line of indigence refers to the cost structure of a food basket, as regionally defined, and that comprises the minimum needs of

caloric need for a person. The line of poverty is calculated as a multiple of the line of indigence, taking into consideration the expenses with food as a part of the minimum total expenses, referring, among others, to clothing, housing and transportation. The line of poverty corresponds to the value of domiciliar income *per capita* that, each year, grants the minimum level required for meeting the individual's basic needs. Therefore, the lines of poverty and indigence are parameters that allow for considering as poor and indigent any person whose income is below the respective amounts.

As can be noticed from graphics 2 and 3 in this box, the lines adopted by IPEA result in proportions of poor and indigent people about two times higher than those computed, for instance, by UNDP and the World Bank. It is necessary to observe that, if the objective is to measure the variations of poverty and indigence levels, it is crucial that the analysis be consistent along time, i.e., that it uses the same line along the whole period being surveyed.



GRAPHIC 1

Brazil – Number of Poor People, 1981 – 2000[1] (in million)

Source: IPEA, based on PNAD, IBGE.

Note: [1] Estimates DISOC/IPEA for 1991, 1994 and 2000.

GRAPHIC 2

Brazil – Number of Indigent People, 1981 – 2000[1] (in million)

Source: IPEA, based on PNAD, IBGE.

Note: [1] Estimates DISOC/IPEA for 1991, 1994 and 2000.

Elaboration: IPEA

The drop down on indigence levels in the 90's, i.e., the decrease of hunger in Brazil, is corroborated with two additional indicators, which are: infantile malnutrition and infantile mortality. It must be observed that such indicators translate, in a broader way, the quality of life for both children and their families. According to data from the Ministry of Health, the malnutrition for children under 5 years old decreased in 33% between 1989 and 1996,[2] from 15.7% to 10.5%, respectively (see graphic 4). In what concerns infantile mortality, graphic 5 discloses a 32% decrease in the 90's: on that decade, the index of infantile mortality was 48.3 for each thousand children born alive and, in 2001, dropped down to 32.7 thousand. It is also worth to notice that, in relation to the causes of death for children under one year old, the most expressive reduction is happening in mortality resulting from diarrhea and acute respiratory infections, thus revealing the positive impacts of sanitation policies, massive vaccination campaigns and concentration of efforts for providing basic health services.

GRAPHIC 4

Brazil – Prevalence (%) of Malnutrition [1] in Children Under Five Years Old, 1989 and 1996 [2]

Source: PNSN – 1989 and PNDS – 1996

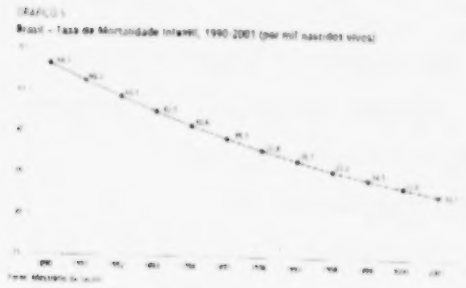
Note: [1] Deficits in height

[2] Latest information available at national level

[2] Most recent data available at national level.

GRAPHIC 5

Brazil – Rate of Infantile Mortality, 1990 – 2001 (by thousand born alive)



Source: Ministry of Health

The improvement on social indicators goes farther. In the educational field, for example, one can observe that, for the period 1990-1999, there was a decrease on the rate of illiteracy for population aged 15 years or more, in the order of 27% (see graphic 6). It should be observed that, according to data from the last IBGE pool, in 2000 there was, for the first time, a decrease on the absolute number of infantile illiterate people in the country. This is a stimulating result, since it opens the perspective of eradicating illiteracy in Brazil in the forthcoming five years. Concerning the early work – children and youngs from 10 to 14 years old – the incidence decreased from 18.5%, in 1992, to 12.3% in 1999 (see graphic 7)

GRAPHIC 6

Brazil – Rate of Illiteracy (15 years old and above) 1990 – 1999

Source: IPEA, based on PNAD, IBGE.

GRAPHIC 7

Brazil – Incidence of Early Work (10 to 14 years old), 1992 – 1999

Source: IPEA, based on PNAD, IBGE.

It means that the indicators presented point out the reduction in poverty and hunger in Brazil. However, the indicators are still at unacceptable levels. Therefore, it is necessary to intensify the efforts for reverting this situation, for what is necessary the commitment of all in designing a project for the country, where the effective inclusion of segments excluded from the economic system be promoted, as well as the right to adequate food for all Brazilian population.

4. Policies for Promoting Human Right to Food

In the last few years, Brazil has implemented a set of policies for promoting the human right to food. Although the results are far beyond the desired ones, and despite such polices are not officially articulated by a national system on food and nutritional security, there are significant developments towards granting the right to food to the whole Brazilian society. There are several initiatives from State and Municipality governments, as well as from civil society organizations, addressed to the promotion of human right to food. However, the focus herein will be on the Federal government. This section will bring an analysis on policies, programs and actions coordinated and implemented by the national Executive which, besides promoting the right to food, try to respect it, protect it and accomplish it.

It is crucial to highlight that the guiding axes for this section are the definitions and recommendations made in the General Comment 12 of the United Nations Committee on Economic, Social and Cultural Rights, about the International Covenant on Economic, Social and Cultural Rights, article 11, which focus on the right to adequate food. In that sense, four core topics for evaluating the national Executive recent efforts towards promoting the human right to adequate food were identified, as follows: *(i)* sustainable availability and accessibility to food;

(ii) attention to socially vulnerable groups; *(iii)* meeting nutritional needs; and *(iv)* Brazilian social protection standard. That effort is contributing towards granting adequate food for all people living in Brazil, i.e., to promote "the availability of nutritious food in quantity enough for meeting the nutritional needs of individuals, free from adverse substances, and culturally acceptable; the sustainable access to food, not interfering in the joining of other human rights" (General Comment 12, article 8).

4.1 Sustainable Availability and Accessibility to Food

This issue comprises policies and actions aimed at granting the access to food to all individuals living in Brazilian territory. On one hand, it is the promotion of food availability by implementing sustainable policies of agro-alimentary production (agrarian, agricultural and agro-industrial), of trading, distribution and consumption of food, including water. On the other hand, it is about the reduction, in family budget, of the relative weight of food costs.

4.1.1 The Increase on Food and Water Supply in Brazil

The first dimension to be approached in this item is the analysis on Brazilian production of food, so as to verify if there is food enough available for the population. First, it is necessary to primarily deal with the agricultural policy, understood in its instances of funding and trading, along the last years. The objective is to quantify the recent development of Brazilian agricultural production, to describe the mechanisms of credit to production and the changes in the trading channels. Furthermore, it is relevant to establish some relations between agricultural policy and the recent macroeconomic context. Next, focusing on the primary process of production and trading, this section will deal with the food cost in the country, specially the issue of taxation and policies that may contribute towards reducing the cost of basic food basket. An important aspect to be mentioned is the role of agrarian policy and the policy on support to familiar agriculture within the recent development process of Brazilian agriculture, both under the light of production generation and under the aspect of fight against social exclusion. Ultimately, this item shall approach the national sanitation policy, giving special attention to the program on rural cisterns, which seeks for expanding the access to drinkable water in areas that are not yet covered by the existing basic sanitation.

4.1.1.1 Agricultural Policy

Table 2 discloses the recent evolution of Brazilian production of grains, an important element of the food production effort in the country. It is significant the increase on such production, which rose from 69.0 million tons in 1995/1996, to 100.9 million tons in 2001/2002. The crops

substantively responsible for such increase were soybean, corn, bean and rice. The last three products directly participate in the Brazilian traditional diet, while soybean is either addressed to export or serves as input for processed food.

TABLE 2

Brazilian Production of Grains, 1995 – 2002

(In thousand tons)

CROP	Harvest Time						
	1995/1996	1996/1997	1997/1998	1998/1999	1999/2000	2000/2001	2001/2002
COTTON PIT	2127.1	568.2	763.4	923.8	1187.4	1525.2	1248.3
TOTAL PEANUT	**138.8**	**137.2**	**183.5**	**172.4**	**171.6**	**196.7**	**195.0**
PEANUT – 1ST HARVEST	112.7	110.5	150.0	138.2	146.5	168.5	166.8
PEANUT – 2ND HARVEST	26.1	26.7	33.5	34.2	25.1	28.2	28.2
RICE	8432.9	9524.5	8462.9	11582.2	11423.1	10386.0	11376.8
OATMEAL	196.3	214.4	496.9	286.9	194.1	321.9	321.9
RYE	7.5	7.6	8.1	8.0	6.8	9.8	9.8
BARLEY	225.1	245.5	302.3	314.8	319.3	307.7	307.7
TOTAL BEAN	**1941.7**	**2914.8**	**2206.3**	**2895.7**	**3098.0**	**2591.4**	**3260.1**
BEAN – 1ST HARVEST	894.1	1031.4	916.4	1246.9	1412.4	1162.5	1432.2
BEAN – 2ND HARVEST	783.5	1581.4	971.7	1354.0	1455.5	1142.4	1521.1
BEAN – 3RD HARVEST	2364.1	302.0	318.2	294.8	230.1	286.5	306.8
SUNFLOWER	-	-	15.8	49.0	97.4	74.4	74.4
CASTORBEAN	237.4	96.4	78.8	31.1	107.4	86.4	86.4
TOTAL CORN	**29936.8**	**35715.6**	**30187.8**	**32393.4**	**31640.5**	**41536.2**	**38812.9**
CORN – 1st HARVEST	26666.7	31704.4	24605.1	26742.0	27715.3	32228.5	30812.9
CORN – 2nd HARVEST	3270.1	4011.2	5582.7	5651.4	3925.2	6307.7	8000.0
SOYBEAN	22282.2	26160.0	31364.4	30765.0	32334.6	37218.3	41400.4
SORGHUM	312.7	435.6	626.4	612.8	781.4	856.9	856.9
WHEAT	3197.5	2406.9	2187.7	2402.8	1658.4	2971.9	2971.9
TOTAL	**69036.0**	**78426.7**	**76524.3**	**82437.9**	**83030.0**	**98082.8**	**100922.5**

Source: CONAB – Companhia Nacional de Abastecimento [National Supply Company] (www.conab.gov.br) Updated on 18/02/2002.
Note: Estimates

The increases on production basically result from productivity gains for most harvests, since the cultivated area has undergone insignificant increases. For instance, in the harvest 1995/1996, the productivity was 1.98 tons per hectare, rising to 2.61 tons per hectare in the harvest 2000/2001, corresponding to an increase of 31.8% for that period. In order to understand this jump in Brazilian agricultural production, it is necessary to understand, among other aspects, the links between macroeconomic changes and agriculture, as well as the institutional changes that took place in agricultural policy and rural credit.

Macroeconomic Context and Agriculture: the macroeconomic stability after the Plano Real (1994) caused strong impacts on Brazilian agriculture. New contractual relations were produced and the investment decisions of both public and private sectors were changed. Moreover, the stability demanded sharp changes in the agricultural policy, specially concerning the policy on financing of production and food supply. It is worth to notice the effects of the stability on

interest rates practiced in the economy, as well as the strong changes in agricultural financing contracts and their indexing.

Another direct impact of macroeconomic stability on the agricultural policy is related to the provision of credit for agriculture and the profile of the special credit supply. The official credit for agricultural production, in Brazil, is bound to the amount of cash deposits in commercial banks, which must compulsorily allot a share of their deposits for financing the agricultural production. Besides such entailed credit, the credit ballast in National Treasury resources used to represent another significant source of funds. During the 90's, the credit provided by the National Treasury was reduced, and the official credit was partially replaced, in general, by alternative mechanisms based on market and the production self-financing. However, the bank credit bound to cash deposits, despite its quantitative reduction, continues to be a relevant source. More recently, due to stability, that source is coming back to life. According to data furnished by the Brazilian Central Bank, for example, from 2001 to 2002 the provision of resources for agriculture, through commercial bank's cash deposits, increased 86.8% in nominal values. It should be noticed that, in the same period, the increase for official credit sources was of 30.2%.

The exchange rate is another crucial macroeconomic variable that highly influences Brazilian agriculture, since its variation, in real terms, changes the profitability of the production addressed to export *vis-a-vis* the production addressed to the domestic market. On the other hand, the exchange rate variation also changes the competitiveness in domestic production in face of the imported agricultural production. Along the last three years, the exchange rate has favorably influenced and the Government considers it as one of the major variables for determining the performance of national production and external commerce. The behavior of the exchange policy after January 1999, when the semi-rigid exchange system was abandoned and started the free fluctuation, with punctual interventions of the Brazilian Central Bank, has huge effects on agriculture, in what concerns its performance indicators, such as shift relations (prices received by agriculture workers/prices paid for the inputs), and on external sales. The favorable behavior of shift relations, jointly with an attractive exchange rate, leads to the possibility of increasing the national grain production in 2002/2003. It is also worth to highlight that another effect of such exchange policy has been the improving indicators of external commerce for agriculture and cattle raising activities, upon the increase on Brazilian comparative advantage and the resulting broadening of Brazilian status in world market.

Change of Focus in the Agricultural Policy. By the end of the 80's, a significant share of public expenses with agriculture was committed to the policies of subsidy to wheat, sugar cane and alcohol, which represented 46.9% of expenses with main agricultural policies. After 1990, there were almost no expenses with such products, and it is an important aspect of public expenses reduction.

With that and other ruptures, the expense standard in the 90's could develop in a different way of what had happened in previous decades. The first differential in the governmental evaluation was the better and more agile administration of public stock, essentially influenced by commercial openness after 1990, with impacts on public expenses. Until middle 90's, the comparison between physical volumes of stocks for the main products and the stocks for the last three years of the previous decade, reports an expressive drop down in Government stocks to be charged and financed, as well as a significant reduction on the variations of agricultural prices to consumers.

Recently, and related to such changes on agricultural policy, commercialization tools were created, such as the mechanism of *Prêmios para Escoamento do Produto – PEP* [Awards for Products Discharge] and the options system, which brought expressive reductions of costs on the commercialization policy execution. PEP, established in 1996, is a tool that intends to grant the harvest release and the internal market supply, by offering a minimum price to the producer and avoiding the storage by Government. The "Contrato de Opção" [Option Contract] is a warranty against the price drop and that, when contracted by the producer, provides him/her with the opportunity of trading his product with the Government, in a pre-fixed price, the so-called *preço de exercício* [exercise price]. Therefore, it is different from the old AGF/EGF model, where huge stocks were made. However, it should be observed a substantive increase on food imports that, from 1994 to 2000, reached (just for cotton, rice, bean, corn and wheat) 63.7 million tons. However, the reforms in the field of agricultural commercialization are not finished yet: despite the developments, it is still necessary to redesign the Storage and the Agrarian Insurance systems.

Changes on the Rural Credit Policy. Along the last few years, deep changes happened in how the Government acts towards the rural credit. It was observed that the traditional financing model was obsolete and presented several failures, among which the excessive participation of the State and the culture of subsidies. The need for controlling public expenses and the modernization efforts of the State were co-determinants to the reform. The main change in rural

credit concerned the sources of funds. Along the last 25 years, there was a significant drop in the credits provided with the National Treasury ballet. In 1985, that source used to finance 63.98% of the granted funds; in 2001, it represented only 0.11%. On the other side, the "Mandatory Resources" (entailed to the banks' cash deposits), the *Fundo de Amparo ao Trabalhador – FAT* [Worker's Supporting Fund] and the *Poupança Rural* [Rural Savings] started to represent, in 2001, 80.63% of the granted funds. Another remarkable point in the analysis about the sources is the expressive increase in BNDES/FINAME participation, which is almost the only credit source for investing in machinery and equipment in the country.

Therefore, the agricultural policy modernization comprised the following dimensions:

a) development of financing sources by rising external resources for rural and agro-industrial activities, as well as inputs addressed for agriculture and cattle raising;
b) strengthening the mechanism of bonds for operation of future agricultural contracts;
c) reinforcement of tools in relation to which the private sector starts to develop a more active role, through mechanisms of bonds and the option systems. Another point is that, within this new context, traditional governmental functions, such as the stock loading, are replaced by tools considered as more modern and less costly;
d) establishment of the *Programa Nacional de Fortalecimento da Agricultura Familiar – PRONAF* [National Program on Familiar Agriculture Strengthening], as a result of the finding that a substantial parcel of rural producers would be excluded from the financing tools that are being established.

Summarily, in the field of agricultural financing, the governmental action along the 90's became basically regulatory.

4.1.1.2 Agrarian Policies

It is necessary to briefly mention that, on the second half of the 90's, PRONAFE carried out deep supporting efforts to small-size agriculture, especially concerning the agriculture under familiar economy system. Besides that, another relevant point is that the reform on land regulations was accelerated in the last few years, thus generating the insertion of more than half million of new producers into the universe of familiar agriculture workers. The two programs – to be further detailed in the item dealing with programs that contribute for rising the family income – are extremely important under the view of food supply, since the Brazilian familiar agriculture produces about 60% of the country's food and employs approximately 77% of the workers in agriculture.

4.1.1.3 Food Cost and Domiciliar Income

Food Cost and the Domiciliar Income. Several surveys revealed a broad trend to a decrease on food prices in Brazil in the 90's. It was a consequence of the strong increase in productivity and was related, among others, to the effort for building up a national survey system on agriculture and farming, along the last decades.

If one compares, for example, the evolution of INPC[3]-food with the evolution of the INPC-general, one reaches a relative reduction of food prices in 10.4% from January 1990 to December 2001. Such decrease also means that the line of indigence, calculated by using the criterion of capacity of satisfying the families' basic needs, has proportionally declined.

It is also known that, in the years following the Plano Real, the *Renda Domiciliar Per Capita – RDPC* [Per Capita Domiciliar Income] sharply increased in real terms, despite the turbulence and external shocks. On the average for the period 1995/2000, RDPC was equivalent to R$ 307 (for 1999), i.e., 25% higher than the period 1990/1994, when the Brazilians had a *per capita* domiciliar income equivalent to R$ 245. Therefore, the set of both movements – drop of food prices and increase of domiciliar income per inhabitant – contributed for increasing the access of Brazilians to food, and for reducing the levels of poverty and extreme poverty, as well.

4.1.1.4 Access to Water and Sanitation Policies

Along the last decades, the country reported a significant improvement in access to water. In 1970, for example, just 54.4% of the urban domiciles had internal piped water, supplied through the general network. That percentage increased to 83.3% in 1992, rising to 89.2% in 1999.

Despite such increment, PNAD data for 1999 reveal that, out of the 42.9 million domiciles in rural and urban areas in the country, approximately 10.2 million have no access to the network of piped water. In urban areas, where 34.8 million domiciles are concentrated, the deficit is of 10.8%. In rural areas, that have about 8 million domiciles, the percentage is 80.9%.

The Government is implementing several policies, programs and actions in the fields of sanitation, health, environment and infrastructure for minimizing the problems arising out of the lack or inadequacy of water use. Despite the scattering resources allotment and the lack of articulation among the several bodies involved, two clear governmental lines of action can be identified, and are addressed to: *(i)* expand the provision of water supply services; *(ii)* improvement of water quality and responsible management of water resources.

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[3] Índice Nacional de Preço ao Consumidor – Consumer Price Index

In relation to the first line of action, the efforts undertaken by the *Secretaria de Desenvolvimento Urbano – SEDU* [Urban Development Secretariat], and by the *Fundação Nacional de Saúde – FUNASA* [National Health Foundation] are worth of notice.

SEDU is responsible for implementing the current policy on basic sanitation in the country. Such policy primarily aims at universalizing the access to water supply services, besides broadening the coverage of sanitary drainage services and garbage collection. The strategies adopted for implementing the water supply programs involve initiatives that target to increase the efficiency in services, and to assist low-income segments.

SEDU's main program, addressed to broaden or improve water supply systems, is the *Saneamento é Vida* [Sanitation is Life], primarily financed with resources from the *Fundo de Garantia por Tempo de Serviço – FGTS* [Worker's Grant Fund], as well as with external resources and resources funded by the National Treasury. Such program aims at broadening the sanitation coverage and improving the quality of services provided by public and private utilities. However, it is important to highlight that the program's works are suspended due to restrictions imposed by the *Lei de Responsabilidade Fiscal* [Fiscal Liability Act] and by the Resolutions of the *Conselho Monetário Nacional* [National Monetary Council].

In the scope of FUNASA, it is worth to highlight the program *Saneamento Básico* [Basic Sanitation], which aims at providing basic sanitation to Municipalities with population lower than 30 thousand inhabitants. The program, funded by the National Treasury, foresees actions on construction, enlargement or improvement of water supply services. The resources allotment is based on epidemiological criteria. In 2001, R$ 671.0 million was foreseen for financing such actions, with a percentage of financial realization equivalent to 84%.

Concerning the second line of action, related to water and management of water resources, the action of the *Agência Nacional de Águas – ANA* [Water National Agency] is outstanding. ANA is a government-owned agency created in 2000 and bound to the Ministry of Environment. The objective of the agency is to implement the *Política Nacional de Recursos Hídricos* [National Policy on Water Resources] in the country, besides coordinating the *Sistema Nacional de Recursos Hídricos* [Water Resources National System], thus granting the adequate standards of water quality, and ruling the use of rivers and watersheds.

ANA is responsible for several programs, out of which the following are worth of notice: *Pró-Água Gestão, PRODES, Nossos Rios* and *Águas do Brasil.*

The *Pró-Água Gestão* [For Water Management] aims at granting the expansion of good quality water supply, by promoting its rational and sustainable use. For that, it finances actions for cleaning watersheds, conveying raw water to the semi-arid area in the Northeast region, and for protecting and recovering water bodies.

The *Programa de Despoluição de Bacias Hidrográficas – PRODES* [Program for Cleaning Watersheds] also finances actions for cleaning watersheds, besides inducing the implantation of watershed committees and mechanisms for collecting the right to water resources use.

The program *Nossos Rios* [Our Rivers] involves a set of integrated actions that aim at granting good quality water supply to the users of water resources, as well as to those populations that depend on São Francisco, Paraíba do Sul and Araguaia-Tocantins basins.

The program Águas do Brasil [Brazilian Waters] acts on the remaining watersheds and aims at developing and implementing actions addressed to improve the water available for several purposes, as well as to the integrated management of water resources. The program also comprises actions for financing projects addressed to minimize the impacts of drought and to fight against desertification. In relation to drought, the demonstrative project on *rural cisterns* that is being implemented among the population spread in the semi-arid area of Northeast region (see box) is outstanding.

Program on Use of Rain Waters – *Cisterna Rural* [Rural Cisterns]

In the Brazilian semi-arid region, the scarcity of water for human consumption is still a social drama, mainly during drought periods, when the daily need for water for domestic consumption obliges mainly women and children to take long walks. In most cases, with no alternative, the population uses water inadequate to human consumption or wait days or even weeks for the truck to bring water.

The *Cisterna Rural* is a simple and efficient alternative for storing drinkable water by recovering rainwater, collected from the roofs. Besides its low cost, the technique brings the advantage of allowing for the use of water existing in its use site, thus minimizing losses resulting from transportation, as well as water contamination due to inadequate management, and also reduces the perspective of contracting diseases transmitted through water.

Aiming at contributing in the design and implementation of public policies focused on mitigation of droughts effects and on the identification of technological alternatives for using rainwater that promote the sustainable development, especially in the Brazilian semi-arid area, the *Agência Nacional de Águas – ANA* is implementing, at the Northeast region, a project on

rural cisterns, in partnership with society's organizations part of the *Articulação do Semi-Árido – ASA* [Semi-Arid Articulation] – and UNICEF.

Therefore, the *Programa de Aproveitamento das Águas da Chuva – Cisternas Rurais* was established, with emphasis on social mobilization and environmental education of rural families living in the semi-arid, and that are responsible for building the cisterns – voluntary and non-paid work force. The *Agência Nacional de Águas* also participates with financial resources for purchasing the material for constructing the board cisterns (16 thousand liters); for carrying out training courses for bricklayers and rural families, within a broad process of social mobilization for managing rainwater.

This program, in partnership with about 600 Non-Governmental Organizations and UNICEF, aims at contributing to the educative process and social change, managed by the civil society, which aims at the preservation, access, management and valuation of water as an essential right of life and citizenship. It broadens the understanding and practice of sustainable and cohesive living with the semi-arid ecosystem.

4.1.2 *Policies for Increasing Family Income*

This section will refer to several Brazilian public policies that contribute, whether directly or indirectly, for increasing the Brazilian families' income and, therefore, for preventing or fighting against poverty and hunger. Initially, the policies on job and income are listed, including micro-credit policies addressed to grant or broaden the perspectives of job and income for the population in active age, as well as to unemployment insurance and professional training for the labor force. Another aspect that is approached refers to the set of policies addressed to the agrarian reform and the strengthening of familiar agriculture, which comprises a huge contingent of Brazilian population, among which the vulnerability to poverty and indigence is higher. Finally, another issue to be referred to is a wide range of programs on income transfer that are practiced in Brazil, and that have strong socioeconomic impacts, mainly on prevention against poverty and indigence among the beneficiaries and their families.

4.1.2.1. Policies on Job and Income

Brazilian labor market comprises a contingent of about 77 million workers, most of which concentrated in urban areas (77.3%). This scenario is undergoing significant changes along the last few years. The situation being outlined points out increasingly poor labor relations and conditions.

The open unemployment has significantly increased in the last years, from 5.0% in 1994, to 7.7% in 2001. The average time that workers remain unemployed doubled: from 11.8 weeks in 1991, to 22.8 weeks in 2001. The jobs currently generated are mainly "non registered" jobs (i.e., are not ruled by legislation), and autonomous works, thus configuring the effective increase on informal labor. Nowadays, the "registered workers" are less than half the contingent of active labor force, and this number is continuously decreasing.

It should also be observed that most Government resources and policies in the scope of job and income generation[4] are addressed to registered workers. It is, for instance, the case for unemployment insurance, salary allowance and most training and labor force intermediateness programs (see box below). In face of such circumstances, the option for several segments of the informal section in seeking for job and increasing their income have basically being the micro-credit programs, including a slice of the *Programa de Geração de Emprego e Renda – PROGER* (Program on Job and Income Generation), of the Ministry of Labor, and the support to familiar agriculture (to be further detailed).

The Federal Government understands that the signal of a worsening on labor market during the 90's has, among others, two main origins. On one hand, the insufficient professional qualification of Brazilian labor force in face of the modernization requirements resulting from structural changes both in Brazil and worldwide. For facing such challenge, the Ministry of Labor formulated one of the main public policies established in the second half of the 90's, the so-called PLANFOR (please see box below). On the other hand, the increasingly gap between formal and informal sectors in the country is influenced by the labor legislation, which institutes several barriers for hiring, formalizing and even firing labor force, thus increasing the costs of formal waged work, besides reducing the effective job generation. In order to overcome such restriction, the Federal Government has, along the last years, submitted to the Congress several amendments to labor legislation, which contemplate more labor flexibility. It is also worth to notice that, in the scope of Social Security reform (1998/1999), the aliquots of contribution over payroll for waged employees and over the income of autonomous workers were changed. Such change aimed to harmonize the tax charge imposed to both groups, and put an end to the bias in the Social Security financing, which hindered the formalization process.

[4] In 2001, resources of about R$ 10 billion were allocated to policies on job and income generation.

Selected Public Programs in the Field of Job and Income

The *Programa de Geração de Emprego e Renda – PROGER* was formally implemented based on Resolution 59/94 of CODEFAT. Its main targets are: *(a)* granting credit to sectors that usually have little or no access to the financing system, thus fomenting job and income generation by creating productive units and stimulating the existing ones; *(b)* incentive to the organization of informal facilities, by preparing them to formalization; *(c)* to allow for endeavors financed by the program to become self-sustainable.

PROGER, originally conceived as a job and income generation program for the most needy urban areas, soon incorporated actions addressed to rural areas. PROGER-Rural, as well as PRONAF, is part of the great PROGER. The resources allocation for the program goes through a decisive process, where State and Municipal job commissions play a core role. The projects are approved by the Job Commissions, upon an analysis oriented by the local job policy, designed by such commissions.

Official financial institutions, as foreseen in Resolution nº 59/94, perform the decentralized financial execution. Therefore, PROGER resources started to be administered by financial agents, more specifically the Banco do Brasil, the Banco do Nordeste, BNDS, Caixa Econômica Federal and the *Financiadora de Estudos e Projetos – FINEP* [Survey and Projects Financing Agency]. Such measure was adopted having in view the ramifications and structures of those financial institutions.

In the field of professional education, one of the main governmental actions is translated into the *Plano Nacional de Educação Profissional – PLANFOR* [National Professional Education Plan], whose main guidelines and criteria for releasing resources were established through Resolution nº 126/96 of CODEFAT. Currently, PLANFOR main objectives are: "gradually construct the supply of permanent professional education, focused on the labor market demand, in such a way as annually qualifying and requalifying at least 20% of the *População Economicamente Ativa – PEA* [Economically Active Population], in articulation with the existing capacity and competence, aiming at contributing towards: *(a)* increasing the probability of obtaining job and generating or rising income, thus reducing the level of unemployment and underemployment; *(b)* increasing the probability of staying in labor market, thus reducing the risks of firing and turnover indexes; *(c)* increasing productivity, competitiveness and income" (Resolution nº 194/98, article 2).

PLANFOR is implemented through *Planos Estaduais de Qualificação – PEQ* [State Qualification Plans] and through Partnerships. PEQs are related to professional qualification projects to be developed by the States, upon approval by the Job State Commissions, pursuant to the Municipal Commissions demands. The Partnerships refer to complementary projects to PEQs, projects on conceptual development, evaluation, training the trainers, among others. After PEQs' approval, the States are in charge of the hiring guidelines for units executing actions related therein, with criteria established in different ways by each State.

On its turn, the *Programa Novo Emprego e Seguro-Desemprego* [Program New Jobs and Unemployment Insurance] is an effort undertaken by the Ministry of Labor for integrating the actions of programs on intermediateness of labor force and unemployment insurance. The initial objective is to oblige the worker entitled to unemployment insurance to register in the intermediateness program, thus contributing towards reducing the workers' unemployment time.

The unemployment insurance was implemented, in Brazil, in 1986, and its main objectives are: *(a)* to provide financial support to workers unemployed due to unjustified firing, including indirect ones; *(b)* support workers to look for jobs, by promoting integrated actions on orientation, reassignment and professional qualification. The program benefits registered workers whose dismissal was unjustified. The criteria for receiving the insurance are: *(i)* to have received consecutive wages for a period of 6 months immediately previously to the dismissal date, from one or more corporations, or from individuals legally comparable to corporations; *(ii)* to have been employed by corporations, of individuals legally comparable to corporations, for at least 6 months along the last 36 months previously to the dismissal date that originated the request for unemployment insurance; *(iii)* to be not enjoying any continuous Social Security allowance, as established in the regulations of Social Security benefits, except for accident allowance and service permanence allowance; and *(iv)* to have no income, of any nature, sufficient for maintaining himself/herself of their families.

The benefit amount is calculated based on the last 3 salaries received by the worker before dismissal, and the average amount is multiplied by variable percentages, according to a pre-established value scale. However, the benefit cannot be lower than the minimum wage, while the maximum amount is established through a Ministry of Labor's calculation method. The insurance will be monthly paid to the unemployed worker, for a period ranging from 3 to 5 months, either continuously or intermittently, at each 16-month period, and the benefit may be retaken at each new acquiring period. The period for receiving the insurance is proportional to

the period of the worker's labor link along the last 36 months. The maximum period may be exceptionally extended in up to 2 months, for specific insured groups, at CODEFAT discretion, provided that the additional expense represented by such extension does not exceed to 10% of the amount of FAT's *Reserva Mínima de Liquidez* [Minimum Reserve of Liquidity] in each semester. According to law, CODEFAT shall observe, among other variables, the geographic and sectorial evolution of unemployment rates in the country, as well as the average unemployment time for specific workers groups.

Prepared by: IPEA

4.1.2.2 Micro-credit Policies

The micro-credit, which is the granting of loans addressed to foment small undertakings, whether formal or informal, is currently one of the major tools in the set of governmental and civil society's actions. Until middle 90's, there were only punctual initiatives from sub-national Governments and civil society. Although the potential demand for credit is still much higher than the supply, the recent developments attained in the field of micro-credit were very significant.

By allowing the access to productive credit for the population traditionally excluded from the national financing system, mainly because they cannot offer real grants to loans, the micro-credit undertakes a strategic role in the process of fighting poverty. Alternative ways of job and income generation for the poorest population segment are supported, since micro-credit opens opportunities for investment in their small businesses. The specific micro-credit methodology that, among other aspects, requires the supported credit granting (the credit agent evaluates and monitors the supported businesses), and dilutes the need for real grants, by building up jointly and severally liable groups (made up by people who receive the credit and mutually undertake the responsibility for paying the loans), results in little default and increase in small businesses productivity.

In 1996, upon the support of the *Instituto de Pesquisa Econômica Aplicada – IPEA*, and the *Comunidade Solidária*, the *Banco Nacional de Desenvolvimento Econômico e Social – BNDES* [National Bank for Economic and Social Development] established the *Programa de Crédito Produtivo Popular – PCPP* [Program on Popular Productive Credit], in response to the debates occurred within the *Comunidade Solidária*. The concept of micro-credit on sustainable grounds began to be disseminated, as well as the support to the creation of a network of institutions with funding supply. Recently, *BNDES* has also created the *Programa de Desenvolvimento Institucional – PDI* [Institutional Development Program], aiming at strengthening the

organization development of micro-credit institutions. As of December 2001, BNDES had supported 31 institutions, out of which 28 were civil society's institutions and 3 were financial institutions specialized in micro-credit – the *Sociedades de Crédito ao Microempreendedor* [Credit Societies for Small Undertakers] – and contracted, for such purposes, R$ 55.8 million.

In 2001, the *Serviço Brasileiro de Apoio a Micro e Pequena Empresa – SEBRAE* [Brazilian Service of Support to Small Businesses] launched its first National Call for Bid for Micro-Credit, aiming at supporting the establishment of micro-credit institution, as well as strengthening the existing ones.

In the scope of the so-called "first line institutions", i.e., those operating micro-credit, the program *Crediamigo* of the *Banco do Nordeste*, established in 1997, is currently the major in the country. As of December 2001, 599.8 thousand credits had been granted, totaling R$ 440 million. It is worth to notice that *Crediamigo* is operationalized separately (in financial, accounting and managerial terms) from the commercial activities of the Bank.

There are several ongoing initiatives of State Governments and, mainly, of Municipal Governments. Some of them are managed by public administration and count on budgetary resources; others are results of partnership between the public power and civil society's organizations. The international organizations have supported several initiatives.

Currently, three categories of micro-credit initiatives may be identified in Brazil: those developed by the civil society (non-profitable non-governmental organizations); those developed by the public power (several programs of "first" and "second" line institutions); those developed by private initiative (profitable ones, the so-called *Sociedades de Crédito ao Microempreendedor* [Credit Societies to Small Undertakers]).

All those actions converge for the strengthening and expansion of micro-credit in the country, although the supply is still reduced in face of the demand. In fact, the changes are still very recent and the number of institutions[5], programs, operations and resources involved are small in face of the needs of a continental country, whose population still have millions people under poverty situation.

4.1.2.3 Policies on Agrarian Development

Strengthening of Familiar Agriculture. It is known that along the 70's and the 80's, the traditional agricultural policy benefited the great commercial agricultural for export, both due to

the need of generating balances in the commercial balance, and to the sector's capacity of political mobilization, therefore having its claims met. Nevertheless, the familiar economy corresponds to most of the Brazilian rural facilities, employing 13.8 people in 4.1 million facilities (over 85% of Brazilian rural facilities); and avoids the rural-urban migration. For those reasons, from 1996 such kind of agriculture started to receive attention by agricultural and rural credit policies, through the establishment of a specific program for supporting its development: the *Programa Nacional de Fortalecimento da Agricultura Familiar – PRONAFE.* Under the light of food, this new focus is extremely relevant in Brazil, since by the end of the 90's almost 60% of the food produced in the country were through familiar economy rural facilities, employing only 30% of the total surface used for crop. Actions of familiar agriculture strengthening are essential, since the sector faces more difficulties for obtaining financing, has poorer infrastructure and is more exposed and vulnerable to price variations in agriculture. Furthermore, the familiar agriculture strengthening is also relevant under the light of preventing poverty and indigence.

PRONAF, which aims at reducing social unbalances and promoting the development of Brazilian rural space, seeks to make available resources for familiar agriculture (including fishery, aquiculture, apiculture and similar, as well as indigenous communities and remaining *quilombos*[6]) to develop their activities in a stable and safe way. Similarly to other Brazilian social policies after 1988, PRONAF's management incorporates the principle of co-participation of Brazilian civil society sectors, which are involved through *Conselhos de Desenvolvimento Rural* (Rural Development Councils) in covered municipalities.

For having access to PRONAF's lines of action, the rural facility candidate to inclusion is required to be headed by the family, to operate mainly based on familiar labor fosse, to have an area not greater than four fiscal modules, and that the ownership of production means belongs to the family. The program's main line of action is to provide credit to familiar agriculture and, in 2001, covered more than 4 thousand municipalities. Besides providing credit, *PRONAF* also executes improvement and infrastructure works for benefiting regions and facilities characterized by familiar agriculture, as well as promotes training for Municipal agriculture workers,

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[5] There are 58 non-governmental institutions qualified as OSCIP and 14 as SCM. Before 1995, there were not too many experiences from civil society, and the private sector did not use to participate. Governmental experiences also were experimental ones.

[6] A hiding place used by runaway slaves [T.N.]

technicians and counselors. Table 3 shows the evolution of expenses and the quantity of actions implemented by the program in each of the three lines of action.

TABLE 3

Implementation of PRONAF actions – 1996 – 2001

	Rural Credit		Infrastructure		Training	
	Number of Operations	Amount (R$ 1,000)	Number of Municipalities	Number of benef. Families	Resources (R$ 1,000)	Persons trained
1996	332,827.0	649,796.0	-	-	-	-
1997	496,550.0	1,637,440.0	461	375,000	69,000.0	51,000
1998	709,906.0	1,814,972.0	712	479,000	88,000.0	55,800
1999	802,849.0	',829,732.0	1006	817,000	150,000.0	-
2000	969,727.0	2,188,655.0	916	800,000	152,000.0	97,100
2001	909,802.0	2,151,068.0	1253	1,028,000	145,000.0	27,380
Total	**4,221,661.0**	**10,271,663.0**		**3,499,000**	**604,000.0**	**124,480**

Prepared by: Ministry of Agrarian Development

It should also be highlighted that, from 2000 to 2001, the program financed more than 900 credit operations for familiar agriculture workers per year. For that, it allotted resources of R$ 2 billions each year.

Along its existence, the program totaled 4.2 million credit operations agreed with familiar agriculture workers, thus resulting in a volume of loan of R$ 10.3 billions. In the infrastructure field PRONAF financed, along its existence, projects with approximately 3.5 millions families benefiting from the works, in a total of R$ 600 millions expended. It is also worth to mention that, since 1996, about 125 people were trained for working in and with familiar agriculture. In the box below, some samples of PRONAF-supported rural development are provided.

Samples of PRONAF-Supported Rural Development Cases

Case 1: Coffee with Green Stamp

Along four years of work, the production of organic coffee at the Maciço de Baturité, 128 km far from Fortaleza, in the State of Ceará, is notably increasing. Production increased, product quality improved and the coffee produced in 3,500 ha – out of the total 15 thousand ha – was granted the Green Stamp. Having in mind the advocacy of an ecologically sustainable agriculture, the 138 familiar producers in the region have reached significant results, both economically and socially, expressed in the export of 18 tons of coffee/year, representing 70 % of the total production. The remaining 30% are addressed to local market. Besides coffee, the agriculture workers from Maciço de Baturité diversified the production with several fruits and sugar cane.

Case 2: Cashew nut in Italian food menus

In 2000, the Italian market successfully knew the cashew nut from Serra do Mel, in the State of Rio Grande do Norte. Nowadays, the 450 familiar units produce and process 20 kilos/day of nuts, and are gathered in the production organization, rationalizing all procedures for exporting the product and broadening the European market, since they export to Switzerland and Austria. The familiar units, besides producing nuts free from adverse substances, also process and commercialize other cashew derivatives: wine, liquor, honey and candies, both in bar and in compote. The agriculture workers are adjusting industrial technologies to familiar production, thus granting higher quality in processing nuts.

Case 3: Nature and Economy, Balance for Rural Development

For the agriculture workers in the Amazon region, to have the *igarapés*[7] cleaned is equivalent to the maintenance of vicinal roads in other regions. The populations from several municipalities in the North region establish such procedure as a priority, since in doing so they allow for the boats to transit faster and safely, thus granting the transportation and timely delivery of products produced by familiar agriculture workers and by extrativist communities, taking advantage of business opportunities. This sample reflects the peculiarities, the diversity and the differences in public strategies and actions for improving Municipalities' infrastructure, based on local demands and privileging knowledge, needs and resources of that nature.

Prepared by: Ministry of Agrarian Development

Finally, it is necessary to highlight that PRONAF is contemplating some productive segments that, up to then, were excluded from public policies, such as the communities of extractivist producers, artesian fishery and indigenous people. Currently, familiar strategy became an aggregating strategy and the focal point for designing agricultural policy and agrarian reform in Brazil. PRONAF's qualitative positive result is the incorporation and incentive to projects that privilege, in rural field, new economic activities – such as industry, tourism, handcraft, leisure, environmental preservation and housing, among others – highlighting the gender issues, given their particularity and uniqueness, and broadening the possibilities for populations, whose economy is centered on the familiar productive unit, to have more and diverse opportunities.

Agrarian Reform. Since the 60's, a core claim of rural workers has been the realization of a comprehensive agrarian reform, in face of the high level of land ownership concentration in

Brazil. The development of agrarian reform is relevant not only under the light of social equity in access to productive resources, but also for the perspective of food production, which is highly important, since: *(i)* it increases the contingent of familiar agriculture facilities, basically addressed to produce food; and *(ii)* reincorporates a vulnerable social group to the productive process and diminishes the incidence of poverty. However, and despite the potentially positive impacts of land redistribution, in the period from 1964 and 1994, only 218 thousand families of landless workers were settled in 360 projects pertaining to official programs in agrarian reform. In between 1995 and 2001, contrarily to previous years, 565 thousand families of landless workers were settled, under 4274 agrarian reform projects, meaning land redistribution as never seen before. In 2002, the Federal Government intends to settle more hundred thousand families.

The intensification of agrarian reform in the second half of the 90's contributed to change Brazil ranking as the holder one of the worse land distributions in the Americas. According to data provided by the Ministry of Agrarian Development, the country moved from the 5th place to the 12th. With the developments reached, Brazil now occupies the 9th position among the 22 American countries in terms of land concentration. Therefore, despite the expressive and historical developments, there is still a lot to be done.

It should be observed that, in 1999, the agricultural and agrarian policies were unified at the Federal Government level, thus building up the expectation about a "New Rural World" built upon the participation of all of its members, then valuing the partnership between Government and the organized civil society.

The program on agrarian reform existing nowadays uses two basic tools for carrying out the land distribution. The most traditional tools is the condemnation of non-productive lands (also called "land acquisition") and its redistribution in the scope of projects that additionally contemplate the issues of housing, rural credit, infrastructure, several supports to production and harvest insurance, in such a way that the settlement may become self-sustainable. This was the most used tool in the past, and remains as the most used nowadays.

The second method for attaining the agrarian reform uses credit tools and is a result of pilot experiences carried out from 1995 to 1997 in several States of the Northeast Region for landless families settlement. In 1998, the program *Fundo de Terras e da Reforma Agrária* [Fund for Lands and Agrarian Reform], also referred to as *"Banco da Terra"*[Land Bank] was established. The program aims at financing the purchase of land by the agriculture workers, besides financing

[7] A waterway in a forest passable by the native canoes [*Webster*]

infrastructure, housing, basic sanitation, rural electric power supply and hedging. PRONAF supplements such actions. The rural producers have up to twenty years for paying the financing, with up to three years of grace period; interests are pre-fixed and correspond, on average, to 4% a year.

The *Banco da Terra* became operational by the end of 1999 and, as of the end of 2001, had granted financing to approximately 40 thousand agriculture workers, with a total volume of resources of about R$ 680 million. For 2002, it estimates to grant financing to another 24 thousand agriculture workers, allocating about R$ 400 million for that purpose.

It is worth to stress out other programs that supplement those two axes of actuation in agrarian reform. Among them, one could mention the *Programa de Ações Afirmativas* [Affirmative Actions Program] (to benefit agriculture female workers, indigenous people and descendents from *quilombos* people); the *Programa Nacional de Alfabetização nos Assentamentos* [National Program on Literacy-Building in Settlements] and other programs for regulating land ownership (*Projeto Emancipar*) or for providing support to rural workers that return from cities to the field (*Projeto Casulo*).

Finally, in relation to environment, the Ministry of Agrarian Reform prohibits, through internal tools, the acquisition of lands in primary forestry coverage areas in Amazônia, in the Mata Atlântica and at the Pantanal Matrogrossense. It also establishes that the granting of credit addressed to production should comply with the environmental legal requirements.

The destination of INCRA areas for building conservation units is also outstanding. The total area made available for IBAMA was of 20.4 million hectares, equivalent to twice the territories of the States of Rio de Janeiro and Espírito Santo together, and is greater than the extension of Belgium and Portugal together.

Those areas were part of the Union patrimony because there was no ownership document, and they were considered as inadequate for agrarian reform due to their ecological potential. Some were recovered through the Ministry of Agrarian Development actions, for fighting land grabbing. The transfer of the areas complies with the guidelines on sustainable forestry development, as defined in Rio Declaration and in Agenda 21 – an international treaty that establishes the lines of action to be adopted for preserving environment. Furthermore, the establishment of environmental conservation units in the spaces given is considered as a very important tool for restraining land grabbing in the Legal Amazon.

4.1.2.4. Policies on Direct Income Transfer

In the scope of policies for fighting poverty and hunger, the direct income transfer for needy people and families is very important. In fact, as one can notice from Frame 1, in 2002 R$ 22.4 billion were budgeted for such actions. It should be noticed that most transfers (84%) comes from social rights acquired through the 1988 Constitution (i.e., life monthly income granted to low-income old people and handicapped ones, as well as rural pensions), and is increasingly being transferred since the early 90's. The impacts of the universalization of such rights on domiciliar income are expressive, as can be noticed from the box below.

Impacts of Social Security and Social Assistance on Poverty and Indigence

The income transfers carried out by the Social Security and Social Assistance programs have reported a strong impact on the diminishing of poverty and indigence in Brazil, as evidenced by several works either recently developed by IPEA or supported by it. [1]

Concerning benefits in the amount of one minimum wage per month, the magnitude of its coverage is worth of notice. In fact, in December 2001 the Social Assistance paid 2.1 million as *Benefícios de Prestação Continuada – BPC* [Continuous Benefits] and *Rendas Mensais Vitalícias – RMV* [Monthly Life Income], as well as issued 6.3 million of Rural Social Security benefits (except for rural RMV, which have already been accounted for) [2]. Furthermore, it is important to mention that, in Social Security, as of December 2001, there were additional 4.7 million benefits being paid under the "urban" social security, taking advantage of the "social security minimum value", according to which no permanent pension benefit in Brazil may be lower than one minimum wage. The benefits of the social security minimum wage are also object of crossed subsidy and have relevant impact on its beneficiaries' welfare.

A work prepared by Ricardo Paes de Barros, from IPEA, recently launched by the Ministry of Social Security, found out that the reduction on Brazilian poverty levels, during the 90's, was possible because of the combination between economic stability and the increase on income transfer through the Social Security and Assistance. According to data from the 1999 *Pesquisa Nacional de Amostra de Domicílios – PNAD* [National Survey on Domicile Samples], if there had not been any income transfer through Social Security, the proportion of people living under the poverty line, established as R$ 98,00 of *per capita* domiciliar income, would increase from 34.0% of the population to 45.3%. The 11.3% difference corresponds to a contingent of 18.1 million people who, exclusively due to social security benefits, are no longer considered as poor.

Concerning the Rural Social Security, a broad survey carried out by IPEA (Delgado & Cardoso Jr., 2000) evidenced that among the beneficiaries there is a low incidence of poverty and indigence. The work understands that indigent would be the domiciles that are capable of affording, with their available income) the expenses with basic food needs, as well as with hygiene material; poor would be those holding a domiciliar income insufficient for covering all consumption expenses. Based on samples of 6 thousand domiciles covered by rural social security, carrying out interviews in 1998 at South and Northeast regions in Brazil, the authors conclude that in Brazilian Northeast region, 85.3% of domiciles are above the poverty line.

In the South region, 90.8% of domiciles surveyed have a monetary surplus above their consumption needs and, therefore, may be considered as excluded from the poverty range. Only 0.4% of domiciles in the South and 2.1% of domiciles in the Northeast were under indigence situation, pursuant to the previously described concept.

Finally, Schwarzer & Querino (2002), based on PNAD 1999, simulated the impact of all social security benefits on poverty and indigence. The concepts of poverty and indigence adopted for the work are related to the criteria established in the *Lei Orgânica de Assistência Social – LOAS* [Organic Law on Social Assistance] on access to assistance benefits in Brazil. In that sense, the *per capita* domiciliar income lower than ¼ of the official minimum wage defines the indigence condition, and the poverty line is fixed in half minimum wage of domiciliar income *per capita*. The exercises performed evidence that basic benefits in the amount of one minimum wage avoid indigence for the target-audience, and social security benefits higher than one minimum wage usually avoid that the beneficiaries and their families fall into situations of indigence and poverty. The lack of benefits equivalent to one minimum wage would cause the indigence index among the beneficiaries drastically jump from 2.0% to 45.2%, and the poverty index from 14.3% to 62.7%. Among the contributive pension beneficiaries, if the transfers were suppressed, the poverty rate would increase from 3.7% to 42.7%. Such data outline, in a very crushing way, the importance of the contributive urban social security, of the rural social security, the social assistance and of fixing the minimum urban social security benefit in one official minimum wage for reducing indigence and poverty in Brazil.

[1] See Delgado & Cardoso Jr. (Orgs.). *A Universalização dos Direitos Sociais no Brasil: a Previdência Rural nos anos 90* [Universalization of Social Rights in Brazil: The Rural Social Security in the 90's]. Brasilia: IPEA, 2000; Ministry of Social Security and Social Assistance. Previdência, Inclusão Social e Combate à Pobreza [Social Security, Social Inclusion and Fight Against Porverty]. *Informative of the Social Security* nº 7, v. 13, Jul. 2001; Schwarzer & Querino. *Social Benefits and the Poor in Brazil – Non Conventional Pension Programmes*. Brasilia: 2002 memo. To be disseminated as ILO Extension of Social Security Discussion Paper.

[2] Data extracted from the *Boletim Estatístico da Previdência Social* , Dec. 2001 (http://www.mpas.gov.br)

Prepared by: IPEA.

The other income transfer programs pointed out in box 1 arose out of recent initiatives of the Executive Federal Power, and aim at increasing domiciliar income. They are intended to fight mother-infantile malnutrition by providing access to food associated to primary health care (*Bolsa-Alimentação* of the Ministry of Health); raise the education levels by taking children to school and keeping them there (*Bolsa-Escola* [Scholarship] of the Ministry of Education); eradicate infantile work and promote the insertion, in the society, of youngs under risky situation (*Programa de Erradicação do Trabalho Infantil – PETI* [Program for Eradicating Infantile Work] and *Agente Jovem* [Young Agent] of the Ministry of Social Security and Social Assistance); grant the access to food for families victim of droughts (*Bolsa-Renda* [Income Grant] of the Ministry of National Integration); and grant the gas consumption for needy families (Auxílio-Gas [Gas Assistance] of the Ministry of Mines and Energy). It should be noted that this set of actions complies with the State obligation of *respecting* the human right to adequate food, since it results in the increase of familiar income for most needy families and, therefore, in the decrease of the relative weight of food over the familiar budget. Most of these programs were recently implemented and, therefore, have no results concerning their effectiveness. However, it should be highlighted that the evaluation component is part of the design of such programs, thus allowing, in a near future, the measuring of such intervention models on the fight against hunger and poverty.

It should also be stresses that, in 2001, the Federal Government introduced the *Cadastro Único dos Programas Sociais do Governo Federal* [Unified Register of the Federal Government Social Programs], and determined the use of specific form, by all public Federal bodies that coordinate programs on direct income transfer for the beneficiaries. It intended to build a unified databank to gather information on families needing the Government social programs and, hence, more efficiently fight unbalances, reduce poverty and promote social inclusion.

The *Caixa Econômica Federal* is in charge of managing the databank, due to its renown tradition and competence in operating Federal Government's social programs, its relationship with the States and Municipalities and, moreover, the fact that it has the major network of service posts in the country – 1970 bank branches and posts fully networked and more than 8600 lottery dealers – besides being present in most Brazilian Municipalities. For that purpose, the institution developed a system for processing the collected data and information. After identifying each beneficiary, through the social security number, *Caixa Econômica Federal* will distribute magnetic cards for him or her. Having the card, the beneficiary will receive his/her benefits with no intermediary and in a safer way. In 2001, the *Cadastramento Único* prioritized the Northeast region and the North part of the State of Minas Gerais, especially the places under emergency or calamity situation, due to drought, totaling 1152 Municipalities.

It is expected – upon the implementation of the *Cadastro Único* and payment through card – a substantive contribution towards strengthening and giving more visibility to social actions, thus allowing for more transparent and efficient resources management.

FRAME 1

Brazil: Programs on Direct Income Transfer for 2002

(In R$ million)

Program	Responsible Ministry	Objective	Beneficiaries	Estimate Resources for 2002
I. Programs attaining social rights established in the 1988 Constitution				
1) Assistance benefits: *Benefício de Prestação Continuada – BPC* and *Renda Mensal Vitalícia – RMV*	Social Security and Social Assistance	To monthly and permanently transfer a minimum wage for old and handicapped people, as well as for needy people whose familiar *per capita* income is lower than ¼ minimum wage and whose family does not receive any other benefit from Social Security or Unemployment Insurance	1.3 million handicapped people; [1] 740 thousand old people not covered by Social Security [1]	3,500.00
2) Rural Social Security	Social Security and Social Assistance	To monthly and permanently transfer a minimum wage for old people, widows, licensed persons, individuals recovering from work accidents or sick workers, as Social Security "Special Insured", i.e., who have worked in rural activities under family economy.	7.3 million retiree and pensioners [1]	15,300.00 [1]

II. Programs designed and implemented by the Federal Executive				
1) ***Bolsa-Escola***	Education	Monthly transfer at least R$ 15,00 and a maximum of R$ 45,00 for needy families with scholar children and regularly attending the fundamental teaching	10.7 million needy children, in school ages, from 6 to 15 years old	1,850.00
2) ***Bolsa-Alimentação***	Health	Monthly transfer at least R$ 15,00 and a maximum of R$ 45,00 for needy families whose children, from 0 to 6 years old, are under nutritional risk, or families with pregnant women	3.5 million needy beneficiaries, out of which 2.7 million are children from 6 months to 6 years old, and 800 thousand are pregnant women	300.00
3) ***Programa de Erradicação do Trabalho Infantil – PETI***	Social Security and Social Assistance	Monthly transfer R$ 25,00 in rural areas and R$ 40,00 in urban areas for families living in regions with serious incidence of infantile work, provided that their children aged from 7 to 14 attend school, in expanded schooling hours	720 thousand children, from 7 to 14 years old, working in harmful activities	235.80
4) ***Agente Jovem***	Social Security and Social Assistance	Monthly transfer R$ 65.00 for youngs from 15 to 17 years old, who are needy and under risky situation; for that, they must attend school and engage in community activities	40 thousand needy youngs from 15 to 17 years old under risky situation	51.9
5) ***Bolsa-Renda***	National Integration	Monthly transfer R$ 60.00 for needy families living under emergency situation due to drought, and that keep their dependent members with 7 to 14 years old in school. Families with more than 4 members receive R$ 120.00	900 thousand agriculture workers	253.30
6) ***Auxílio Gás***	Mines and Energy	Bi-monthly transfer R$ 15.00 for needy families to purchase cooking gas	5.7 million needy families	900.00
Total				**22.391,00**

Note: [1] Estimates

Prepared by: IPEA

4.2 Assistance to Socially Vulnerable Groups

This topic comprises policies, strategies and actions implemented by the Federal Government, which are intended to fight discriminations concerning access to food due to social, cultural, race, color, age or gender reasons.

4.2.1 Strategy for Fighting Poverty: the Projeto Alvorada

In the scope of the Federal Government, the main strategy for fighting poverty is the *Projeto Alvorada*, coordinated by the *Secretaria de Estado de Assistência Social – SEAS* (Social Security State Secretariat) of the Ministry of Social Security and Social Assistance. The project aims at

promoting the articulation and the coordination of several national actions and programs, especially in the fields of health, education and income generation, capable of improving the living conditions of needy populations sited in the countries poorest regions. For implementing such strategy, the Federal Government carried out a survey on the set of programs previously existing in several Ministries, and that would have higher impact on the improvement of living conditions for the populations assisted.

Through the *Projeto Alvorada*, the programs selected as priorities receive financial support and, then, become subject to an intensive management. The first stage of the Project identified the fourteen Brazilian States reporting Human Development Index below the Brazilian average, namely: Acre, Alagoas, Bahia, Ceará, Maranhão, Pará, Paraíba, Pernambuco, Piauí, Rio Grande do Norte, Rondônia, Roraima, Sergipe and Tocantins. The *Plano de Apoio aos Estados de Menor Desenvolvimento Humano* [Support Plan to States with Lower Human Development] is intended to benefit 31 million needy people in 1796 Municipalities. On the second stage of the Project, named *Plano de Infra-Estrutura Básica para Microrregiões e Municípios Carentes* [Basic Infrastructure Plan for Needy Micro-Regions and Municipalities], were identified the micro-regions and Municipalities located in States where the HDI is equal to or higher than the national average, namely: Amazonas, Amapá, Espírito Santo, Goiás, Minas Gerais, Mato Grosso, Paraná, Rio Grande do Sul and São Paulo. That second stage shall benefit 5 million poor people.

By implementing the *Projeto Alvorada*, the Federal Government seeks for *respecting* the right to adequate food, since it makes available, for low-income families, public goods and services that, as a whole, contribute for increase each individual's capacity of granting for himself/herself and his/her family the access to food.

4.2.2 Strategy for Inducing Local Development: the Comunidade Ativa

Recently, the Federal Government is coordinating a strategy for inducing the *Desenvolvimento Local Integrado e Sustentável – DLIS* [Local Integrated and Sustainable Development] in poor regions. It intends to allow for the establishment of more sustainable communities, capable of fulfilling their local needs and developing their immediate potentialities; discovering or bringing out their local vocations and developing their specific potentialities; fomenting the external exchange using local advantages. Currently, the Comunidade Ativa, of the Presidency of the Republic, implements the initiative.

The *Comunidade Ativa* seeks for promoting the integrated and sustainable local development through partnerships between the State and civil society, and grounded on an agenda established

by the community itself. The adopted methodology foresees: capacity building for management; participatory diagnosis and planning; articulation between the public supply of programs and the social demand for community monitoring and evaluation; and, foment to entrepreneurship. Therefore, the emphasis of *Comunidade Ativa* is on social and human capital (society organization), on entrepreneur capital and on access to information. It is expected that the synergy between public policies at local level shall start a continuous process of community mobilization that shortly will no longer depend exclusively on the Government for sustaining and expanding. In 2001, the *Comunidade Ativa* ended the process of implementing the *DLIS* in 157 Municipalities and originated additional 437 *DLIS*; more than 17 thousand people, among community leadership and representatives of local development forum, were trained.

The *Comunidade Ativa*'s goal is to reach, until the end of 2002, 604 Brazilian Municipalities, attaining, in an articulated way, more than ten thousand items of local agendas. Out of such items, the Federal Government is responsible for 35% of actions, the States for 33%, the Municipalities for 21% and the *Serviço de Apoio às Microempresas – SEBRAE* is responsible for the remaining 11%. It is worth to notice that, in local agendas, prevail activities related to agriculture, agriculture/industry, tourism, health, sanitation, environmental management, infrastructure and educational programs, on labor force capacity building. As noted for the *Projeto Alvorada*, *Comunidade Ativa* also represents an effort of the Federal Government towards complying with the obligation of respecting the human right to food. Moreover, as it tries to contribute for making local communities more sustainable, therefore avoiding that individuals or corporations hinder other people's access to food, there is also an attempt for protecting the right to food for needy families living in those Municipalities assisted by the *Comunidade Ativa*.

The *Comunidade Ativa* in Bananeiras

Imagine a Municipality where the administration's actions are decided by the *DLIS* Forum, which gathers representatives from several sectors of civil society, besides all Municipal Secretaries. At Bananeiras, in the State of Paraíba, the forum designs the Municipal Government's annual plan of action, which uses to follow exactly the guidelines of the *DLIS*. The participatory and democratic decision-making process changed Bananeiras into an example of Local Integrated and Sustainable Development in the country. The program success is so huge that the city held, on last December, the *I Encontro de Desenvolvimento Local da Paraíba* [1st

National Meeting on Local Development in Paraíba State], which was attended by about 300 people from 25 State forums.

The *DLIS* results, in Bananeiras, may be observed all around. For minimizing the problem of water supply – which affects all the population mainly during drought periods - 48 small dams were build – another 15 are under construction – besides embankments, wells and desalinizers. The dams are solving not only water problems, but hunger problems as well. Upon the support of partners such as PRONAF, 86 small community dams received 200 thousand alevins last year. The fishes are distributed for consumption and for sale in the city's open-air markets, thus contributing for income generation.

With 70% of the population out of the urban area, Bananeiras prioritized the investments in rural development and improvement of living conditions for those living and working in the field. The caprine raising, the banana plantation, and the creation of birds are among the activities that received incentives through orientation of the Local Development Plan. The caprine raiser, José Manuel da Silva, the "Doda", 42 years old, member of the *DLS* Forum, was one of the beneficiaries of PRONAF financing, which allowed him to improve the infrastructure and expand his goat raising.

Living quality in t he rural area improved a lot after the Municipality Administration, upon the support of INCRA and Caixa Econômica Federal, reconstructed 21 houses, reformed 39 and built 92 new houses in the rural settlements. By the end of the year, 221 new houses will be built in the field. José Batista da Silva, 42 years old, left a house made of wattle and daub and moved into a wooden house, with cemented floor, two bedrooms, two living rooms, kitchen and bathroom, thanks to a credit in the amount of R$ 2.5 thousand.

The educational field also received special incentives and, therefore, all most all children in Bananeiras attend school. Two buses, purchased with FUNDEF resources, transport the students. The handicapped children study at the newly-built *Centro de Educação Especial* [Special Education Center] and their families benefit from the *Programa de Erradicação do Trabalho Infantil (PETI)*. Besides that, 43 school facilities were reformed and 3 were built.

"The *Comunidade Ativa* suggests that all of us are co-participants in development: the civil society and the Public Power. Now, the forum and the Municipality Administration are the picture of Bananeiras", states Denise Macedo, the Forum coordinator. The Social Assistance Secretary, Ana Virgínia Bezerra Cavalcanti, member of the *Comunidade Ativa*'s management team and first lady, warns that to reach what Bananeiras reached requires too much will and fight.

Prepared by: Executive Secretariat of the *Comunidade Solidária*

4.2.3 Health and Right to Food

The actions for fighting nutritional deficiencies in childhood (protein-energetic malnutrition, as well as lack of ferrous, vitamin A and iodine) are under the Ministry of Health.

For facing the *protein-energetic malnutrition* the Ministry relies on two major lines of action: firstly, the distribution of resources – the so-called *Incentivos de Combate às Carências Nutricionais – ICCN* [Incentives for Fighting Nutritional Deficiencies], so that Municipalities can prepare Municipal plans for fighting nutritional deficiencies mainly addressed to assist 6-23 months children under nutritional risk, and based on the purchase and distribution of integral milk and soy oil, or any other dietary product with similar value for nutritional recovery. The Federal resources are transferred for Municipalities, which shall comply with given criteria, such as: being qualified by the Unified Health System; be part of the *Sistema de Vigilância Alimentar e Nutricional – SISVAN* [Food and Nutrition Surveillance System]; annually prepare a local plan for fighting nutritional deficiencies and have them approved at the Municipal Health Council. In 2001, the program counted on resources of R$ 166 million, and had been implemented in 5127 Municipalities, i.e., more than 90% of Brazilian Municipalities, assisting about 800 thousand beneficiaries.

Data from the *Sistema de Informação da Atenção Básica (SIAB)* [Information System on Basic Assistance] for Northeast region revealed an acceleration in the rates of malnutrition reduction for the region, after the strategy was implemented. Between April 1999 and May 2000, the nutritional risk was reduced in 15%, while the historical trend was an average decrease of 5% per year. The sampling evaluation of the program shows that 71% of assisted children presented weight gains above the expected levels for their ages and 40% of them recovered the normal weight.

The establishment of new political guidelines for nutritional work in Brazil, based on the establishment of the *Política Nacional de Alimentação e Nutrição – PNAN* [National Policy on Food and Nutrition], in middle 90's, and the program evaluation evidenced the need for a reorientation in the way of assisting nutritional deficiencies. In the context of adequate food and nutrition as fundamental human rights, changes to the assistance were proposed: instead of distributing food, the direct transfer of resources so that the families themselves may purchase the required food for reinforcing the diet of children, pregnant women and women who are breast-feeding. Therefore, in September 2001, the program *Bolsa-Alimentação* was launched. Besides the monetary transfers, the program established the need for the family to participate in preventive basic health activities: immunization, pre-natal, educative activities in health and nutrition and growth monitoring. The *Bolsa-Alimentação* thus represented a substantive increase of resources for fighting nutritional deficiencies: the R$ 166 million/year previously allocated to *ICCN* were expanded to R$ 575 million/year. Upon the launching of this program, the *Sistema de Vigilância Alimentar e Nutricional – SISVAN* is also being improved.

It should be observed that the Municipality enjoys autonomy for choosing how it will fight nutritional deficiencies, and the replacement of models (food distribution of monetary transfer) is progressive. Therefore, the Ministry of Health is concerned about *respecting* the right to food, since the changes on its intervention strategies do not interrupt the assistance.

Another crucial component for fighting infantile malnutrition is the promotion of breast-feeding (see box below).

Promotion of Breast-Feeding in Brazil

Brazil is currently internationally recognized for its policy on promotion of breast-feeding. In that sense, Brazil was recently awarded by the World Health Organization – WHO, for having structured the larger and best network of human milk banks at world level.

Along the last twenty-five years, there was a substantive increase on the breast-feeding prevalence in the country: in 1975, 22% of children were breast-fed until the sixth month of life; in 1999, the percentage increased to 69%. Moreover, the average duration of breast-feeding period changed from 2.5 months in 1975 to 9.9 months in 1999.

Such results are due to the efforts undertaken by the Ministry of Health, which is developing several activities in partnership with universities, with other governmental organizations and with civil society organizations (for instance, *Pastoral da Criança, IBFAM, WABBA, Orca Foundation*). Among such activities, are outstanding: the accreditation of more than 200

hospitals as "*Hospitais Amigos da Criança*" [Children-Friendly Hospitals]; the training of about 17 thousand postmen for forwarding information to two million children and pregnant women about the importance of breast-feeding; the collection of more than 100 thousand liters of human milk at the 153 hospital units that make up the *Rede Nacional de Bancos de Leite Humano*; the breast-feeding promotion work developed by the 150 thousand community health agents; and the enforcement of the *Normas de Comercialização de Alimentos para Lactantes* [Commercialization Rules for Food for Suckling Children]

Prepared by: Ministry of Health

The fight against hypovitaminosis A tries to control the incidence of that specific nutritional deficiency by supplying additional vitamin A for children living in risky areas. Another point of the program is the realization of dietary and nutritional education activities, promoted by the community health agents, who provide information for population about the selection of food rich in retinal and carotenoids in daily diet. In 2000, the coverage was 70% for children aged 6 – 12 months, and 45% from that age on. The decrease on coverage for older children is expected, since the distribution of the vitamin is articulated wit the services of vaccination, as recommended by WHO, and as older is the children, as less contact with vaccination services he/she has. Preliminary data referring to 2001 show the increase of coverage in several States in Northeast region. The program goal is to assist 80% of children of regions under risky situation until 2003. It is outstanding the effort of health sector in *attaining* the right to vitamin A, since communities are being locally qualified for incorporating that micronutrient into their diet.

For *fighting the anemia due to the lack of iron*, which affects almost 50% of Brazilian children the strategy of diet supplementation with ferrous sulfate was implemented. Since 2000, 1 million and 200 thousand bottles of ferrous sulfate were distributed for children living the most needy Municipalities in the Northeast region. The community health agents played a crucial role in the distribution of that supplement to families, as well as in promoting nutritional education actions to foment the consumption of food rich in ferrous.

The Ministry of Health took a step forward when it invited several governmental institutions, non-governmental organizations (movements for defense of consumers and food and nutritional security, associations of food industry, academic and survey institutions) and international organizations for debating the joint fight against ferropriva anemia. The debate resulted in the "*Compromisso Social para Redução da Anemia por Carência de Ferro no Brasil*" [Social Commitment for Reducing Anemia caused by Lack of Ferrous in Brazil], which targets to reduce

the incidence of ferropriva anemia in children in one third, until 2003. Based on this process, the Ministry of Health ruled, in 2001, the mandatory bettering of wheat and corn flour whether for direct human consumption or for industrial use, thus supplying, at least, 30% of the recommended daily ingestion of ferrous. It should be also stressed the collaboration of the *Empresa Brasileira de Pesquisa Agropecuária – EMBRAPA* [Brazilian Company on Agricultural and Cattle Raising Research], of the Ministry of Agriculture, concerning technological support to the sector industries by identifying most suitable equipment and techniques for improving food and for establishing quality control processes. Currently, the country has tem popular products based on strengthened corn, and that are well accepted by children.

As was noticed for hypovitaminosis A, efforts are also made for *attaining* the right to access to food bettered with ferrous, whether through dietary orientation actions or by bettering food.

The *fight against endemic goiter* is one of the most successful actions in the field: data indicate the virtual elimination of that deficiency in Brazil. The prevalence of goiter in Brazilian central area, where the risk of contracting the disease is higher, was estimated in 1.4%, a value much lower than the rate of 5%, which the World Health Organization considers as acceptable. If compared to 1995, there was a sharp bettering. This year, despite the situation is under control in Brazil, in average terms, some areas in the country still deserved attention. In fact, in some Municipalities the prevalence of goiter in scholar children was over 10%, as in Jequitinhonha (State of Minas Gerais) – with 10%, and in São Raimundo das Mangabeiras (State of Maranhão) – with 19%. By the end of 2000, the estimate prevalence was 0% and 1.2%, respectively.

Such developments are due to the implementation of the *Programa de Iodação Universal do Sal* [Program on Universal Iodizing of Salt] and the recovery of sanitation surveillance and inspection actions. Through that program, Brazilian Government is *respecting, protecting and attaining* the right to food rich in iodine.

4.2.4 School and the Right to Food

The school age children's right to food is granted by one of the major food program in the world, which can also be considered under the light of a governmental tool for redistributing income among the country's poorest layers, focusing on children. It is the *Programa Nacional de Alimentação Escolar – PNAE* [National Program on Food at School] – a key program in the field of food and nutrition.

Studies and surveys revealed the importance of food at school for inducing the permanence of children at school, thus diminishing the rates of school dropouts. Each year, during 200

schooling days, 37 million students from the public teaching network and philanthropic organizations are assisted. The Ministry of Education automatically transfers resources, amounting to R$ 1 billion a year, to States and Municipalities. The elaboration of menus is a local responsibility, and they must be submitted to the control of the *Conselhos de Alimentação Escolar – CAE* [Councils on Food at School], present at all Municipalities. Local dietary uses are to be respect, by giving preference to *in natura* products and taking into consideration the agricultural vocation of the region, as well as the mandatory purchase of, at least, 70% basic products.

Based on activities reports prepared by the *Fundo Nacional de Desenvolvimento da Educação – FNDE* [National Fund for Education Development], of the Ministry of Education, referring to 1991 and 1992 – when food purchase was centralized by the Federal Government – one can notice that most products purchased did not use to become school meals, since they did not meet local dietary uses, or were refused by the quality control, or even because they did not reach their final destination. The situation was overcome by ceasing the centralized purchase and decentralizing the program for States and Municipalities. The new shape of PNAE also promoted the local community participation in the program execution.

The *Programa Nacional de Alimentação Escolar – PNAE*, for its universal coverage and the regularity of its services, complies with the obligations of *respecting* and *protecting* the right to food to school age children.

4.2.5 Work and Right to Food

The *Programa de Alimentação do Trabalhador – PAT* [Program on Food for Workers], under the responsibility of the Ministry of Labor, aims at improving the nutritional conditions of most needy employees, working in the formal sector of economy. The companies voluntarily join the Program and, for that purpose, the Federal Government provides them fiscal incentives. The worker participates in PAT funding with the maximum of 20% of the meal value.

Currently, *PAT* assists 7 million workers in 100 thousand private companies, where 52% of beneficiaries use to eat at the company, in industrial restaurants, take their meal to work or purchase food baskets. The remaining 48% have access to food by using tickets.

PAT has the merit of being a program co-financed by Government, by companies and by workers themselves. Furthermore, it complies with the obligation of *respecting* the worker's right to food, since, by associating food distribution to work, it respects the low-income worker's capacity of granting access to food, both for himself/herself and for his/her family. However, it is

necessary to intensify mobilization before the private sector and workers themselves, in the sense of broadening the assistance, because currently *PAT* reaches only 28% of its target-audience. It is also necessary to give incentives for the establishment of food programs addressed to needy workers of the economy informal sector.

4.2.6 Emergency Situations and Right to Food

Until recently, the Federal Government used to keep a program on distribution of basic food baskets (originally named PRODEA and, then, *Cesta de Alimentos* [Food Basket]) addressed to assist several audiences under risky situation: families under indigence conditions; families victims of drought; rural landless workers; and indigenous populations under food lack situation.

The program was operationalized by the *Companhia Nacional de Abastecimento – CONAB* [National Company for Supply], of the Ministry of Agriculture, and its financing relied on the Union budgetary resources, as well as with public food stocks. Civil society's institutions also participated in the program that, in 1998, distributed about 30 million of food baskets for 3.9 million families.

In 2001, that program was closed and replaced by a set of programs on direct income transfer for needy families (for example, *Bolsa-Alimentação*, of the Ministry of Health; *Bolsa-Escola*, of the Ministry of Education; *Bolsa-Renda*, of the Ministry of National Integration, and the *Programa de Erradicação do Trabalho Infantil – PETI*, of the Ministry of Social Security and Social Assistance). Such change on the Federal Government's guidelines for assisting families under situation of food risk, i.e., in replacing the direct distribution of in-kind products for financial resources, did not keep pace with the income transfer programs, since the provision of food baskets was ceased previously to the implementation of the income transfer programs. It should be noticed that the situation is being normalized in 2002, through programs like "allowances", implemented by the Federal Government, and that are making available financial resources, amounting to R$ 22.4 billion, directly to low-income families, as mentioned in frame 1.

4.2.7 Affirmative Actions and Right to Food

In his initial speech during his taking of office, the President of the Republic, Mr. Fernando Henrique Cardoso, launched a new stage for the Brazilian State's dealing with the racial discrimination issue: for the first time in history, the maximum authority of the country assumed the existence and the relevance of racial issue, recognized the political interlocutory role of the Brazilian *Movimento Negro* and restated the need for the country to adopt Affirmative Actions.

In that sense, the preparatory process and Brazilian participation in the *3rd World Conference Against Racism, Racial Discrimination, Xenophobia, and Correlated Intolerance*, held in Durban, from 31 August to 07 September 2001, started an intensive national public debate, which involved both governmental and non-governmental organizations interested in analyzing and preparing proposals for overcoming the issues dealt with in that conference. Entities of black, indigenous, women, homosexual, and religious freedom movements mobilized thousands people in that dialogue with the Government. The Brazilian participation in the conference was significant: about 600 people from civil society and from the State attended the conference. Having in mind the expressive Afro-descendant population, below are presented measures recently adopted by the Government for starting up a process for abolishing racial discrimination in the country.

A – Program on Affirmative Action, of the Ministry of Agrarian Development

The Program of the Ministry of Agrarian Development (*MDA*) adopted several measures: *(a)* minimum share of 20% of Afro-descendants for fulfilling head offices in MDA/INCRA, in 2001, and 30% for the year of 2003; *(b)* 20% of employees and consultants hired by outsourced services providers and international organizations shall be Afro-descendants; *(c)* includes, in the calls for fulfilling public contests offices in MDA/INCRA, the percentage of 20% of the available vacancies for the Afro-descendant candidates; and *(d)* 30% of the MDA budget for programs on agrarian reform, including the *Banco da Terra* and *Agricultura Familiar – PRONAF*, shall be addressed to rural communities with Afro-descents prevalence.

B – Program on Affirmative Action, of the Ministry of Justice

The Program of Affirmative Action of the Ministry of Justice foresees, for filling in offices of *Direção e de Assessoramento Superior – DAS* [Direction and Higher Counseling], and in services contract with third parties, the requirement of granting, by the end of 2002, the attainment of the following targets of participation of Afro-descendants, women and handicapped participation: *(a)* Afro-descendants – 20%; *(b)* women – 20%; *(c)* handicapped – 5%.

C – Establishment of the Conselho Nacional de Combate à Discriminação [National Council on Fighting Discrimination]

The *Conselho Nacional de Combate à Discriminação*, established in 2001, in the scope of the Ministry of Justice, has among its objective the execution of affirmative public policies for promoting equality and protecting the rights of individuals and social and ethnical groups

affected by racial discrimination and other forms of intolerance. Such policies deal with issues such as: preferential investments in education, health, housing, sanitation, drinkable water and environmental control in areas mainly inhabited by Afro-descendants, i.e., usually the poorest in the country; allotment of public resources, including the participation of private initiative, for scholarships for Afro-descendant students and eventual establishment of a fund for allowing the materialization and visualization of such mechanisms for supporting Afro-descendant students; projects on sustainable development at *quilombolas* communities; projects for building up Afro-descendant leaderships; projects on support to undertakers; projects of interchange with African countries and exchange of experiences with other regions' institutions.

D – Public Call for Bids tanking into consideration the Program on Affirmative Actions

The Public Power is providing the third party services delivery with a different meaning, by establishing, in calls for bid, quotas aiming at contemplating minority groups. The Public Sector also has commissioned functions that must be also occupied by minority groups existing in its staff; following the example of the Federal Superior Court's Call for Bid that, when hiring a journalistic company requires the company to have, at least, 20% of Afro-descendants in its staff.

E – Plano Nacional de Qualificação do Trabalhador of the Ministry of Labor

The *Plano Nacional de Qualificação do Trabalhador – PLANFOR*, of the Ministry of Labor, is one of the major Federal Government programs committed to qualifying workers, and has tried to give priority to the Afro-descendant population.

One can conclude that this effort addressed to fight racial discrimination tries to *respect* and *protect* the right to adequate food for Afro-descendant populations, since more access to credit and labor market – whether public or private – shall contribute for increase the capacity of such population for purchasing enough food.

4.2.8 Gender and Right to Food

Further to some actions previously mentioned, related to fighting gender discrimination, it is necessary to highlight the role of the *Conselho Nacional dos Direitos da Mulher* [National Council on Women Rights] of the Human Rights State Secretariat of the Ministry of Justice. The Council has tried to value groups of women developing economic activities related to food production and processing, to generation and use of non-conventional technologies, as well as to environmental preservation, following the principles of food and nutritional security.

Soon after the *4th World Conference on Women*, and towards implementing the commitments undertaken by the Brazilian Government, the *Conselho Nacional dos Direitos da Mulher* prepared the document named "*Estratégias de Igualdade*" [Equality Strategies], based on a broad process of consultation to civil society and to the State. The following is proposed as priority for granting rights and opportunities parity for women: fight against poverty; health; education; prevention and fight against violence; institutional tools; women and human rights; and communication means.

The food and nutritional security-related actions, whether executed or under development by the Brazilian Government, upon the effective participation of the *Conselho Nacional dos Direitos da Mulher*, and defined in priority areas of the document "*Estratégias de Igualdade*", are as follows:

a) Organization of seminars, congresses and workshops, by governmental and non-governmental entities, for implementing gender-focused projects.

b) Inclusion among the priorities for selecting housing undertakings and financing, the assistance to women head of family.

c) Signing of protocols by the Ministry of Justice – MJ/*Secretaria de Estado dos Direitos Humanos – SEDH/Conselho Nacional dos Direitos da Mulher – CNDM*, jointly with Governmental bodies, stressing out the following results:

- With the Ministry of Labor was established, as PLANFOR guideline, the prioritizing of public policies of capacity-building and professional qualification, of access to job and income for women under social disadvantaged situation and for youngs under risky situations; PLANFOR reports the increasingly participation of women in it – from 41% in 1996, to 54% in 2000. It means that, out of the 11.3 million people trained from 1995 to 2000, more than a half is made up by women. Out of that total, 20% are head of families;
- With the Ministry of Social Security and Social Assistance – MPAS / *Secretaria de Assistência Social – SEAS* [Social Assistance Secretariat], were developed activities for granting the implementation of social programs targeted to actions addressed for women and family, such as the *Programa de Erradicação do Trabalho Infantil – PETI*, in rural and urban areas, and the centers of support to families. Benefits such as allowances, minimum income, socio-educational work and income generation started to be provided for women, whether heads of families or not, as a priority;

- With the Ministry of Labor and the *Fundação Roberto Marinho /Canal Futura* are being implemented, since March 2000, educational programs addressed to female population, focusing the access to professional qualification and labor market, giving priority to women under risk situation or social disadvantage, adolescents and youngs;
- With the Ministry of Agrarian Development – MDA/ *Instituto Nacional de Colonização e Reforma Agrária – INCRA* [National Institute on Colonization and Agrarian Reform], for implementing affirmative actions addressed to promote equal opportunities for men and women, were carried out qualification courses for technicians about the issues of gender and familiar agriculture; and gender and social management;
- With the *Confederação dos Trabalhadores na Agricultura – CONTAG* [Confederation of Agriculture's Workers] and the *Movimento de Luta pela Terra – MLT* [Movement of Fight for Land], was carried out an inter-ministerial articulation, involving the Ministries of Health, Agrarian Development and Labor and Job, for submitting proposals for developing project aimed at strengthening the documentation for rural female workers, as well as for fighting sexist discrimination and violence suffered by women in rural environment.
- With the *Serviço de Apoio à Micro e Pequena Empresa – SEBRAE* was celebrated the Protocol of Cooperation for developing actions of promotion and capacity-building for undertaker women, aiming at promoting equal opportunities for women under social disadvantage situation.

Actions developed in partnership favor the *respect* and *protection* to women's human right to access adequate food, since they allow for mobilization, articulation and organization of potentialities and vocations of communities needing productive activities, by qualifying groups of women holding significant experiences, mainly in agriculture, fishery, cattle farming, silviculture, food processing and commercialization as core factor for improving their working conditions.

4.2.9 Handicapped and the Right to Food

In the scope of assistance to handicapped, as previously mentioned, the direct transfer of income resulting from constitutional provisions, and transferred by the Ministry of Social Security and Social Assistance is outstanding.

It is also necessary to stress out the important role played by the *Conselho Nacional dos Direitos da Pessoa Portadora de Deficiência – CONADE* [National Council on Rights of Handicapped]. The council is the higher body of collegiate deliberation, established through the *Medida Provisória* Nº 1.799/1.999, in the scope of the Ministry of Justice, which is mainly in charge of monitoring and evaluating the development of the *Política Nacional para Integração da Pessoal Portadora de Deficiência* [National Policy for Integrating the Handicapped] and sectorial policies on: education, health, labor, social security, transportation, culture, tourism, sports, leisure and urban policy, addressed to that social group.

Built in a parity way, CONADE is made up by representatives of: non-governmental organizations, sectorial Ministries, Minister and Chief of Staff for the Presidency; Federal Department of Justice; Labor Department of Justice; Brazilian Lawyers Bar; National Workers Organization; National Organization of Employers and scientific community, action related to the objectives of the *Política Nacional para Integração da Pessoa Portadora de Deficiência*, totaling 26 members.

The World Health Organization – WHO estimates that at least 10% of the population has some kind of deficiency. In Brazil, there are about 17 million handicapped persons and 51 million people, family members and close persons, indirectly involved in the issue.

Citizenship and granting of rights to that group, typically marginalized and stigmatized, has been the focus of CONADE-implemented actions. Its action is remarkable in the field of health, education and transportation, as well as before the Legislative Power, in issues relevant to handicapped people.

Therefore, the policies implemented by the Federal Government, whether constitution-based or initiative of the National Executive, contribute for *respecting* and *protecting* the right to adequate food for handicapped people, since the increase in most needy income and the promotion of citizenship raise the capacity of that population contingent for accessing adequate food.

4.3 Fulfilling Food Needs

This topic relates to policies and actions addressed to grant biological, sanitary, nutritional and technological quality of food, as well as it use, by stimulating culturally accepted and healthy dietary practices and way of living.

4.3.1 Sanitary Surveillance

In terms of *protection* of right to food, it is worth to mention the established, by the end of the 90's, of the *Agência Nacional de Vigilância Sanitária – ANVISA* [National Agency on Sanitary Surveillance], and of the *Sistema Nacional de Vigilância Sanitária* [National System of Sanitary Surveillance]. The agency's objective is to endow the *Sistema Único de Saúde – SUS* [Unified Health System] with conditions for effectively developing sanitary surveillance actions for products – including food –, for services and environments relevant for public health.

The establishment of ANVISA was a fundamental step towards granting food sanitary quality. Besides establishing standards of identity and quality for most food products, the activities on sanitary surveillance were also intensified. Moreover, ANVISA has been faced as a promoter of good manufacturing practices, by pro-actively acting in granting quality.

4.3.2 Incentive for Healthy Dietary Practices and Ways of Living

In the field of healthy food, the Ministry of Health started several measures, among which the mandatory disclosure of the nutritional content on the labels of any packed food, thus allowing the strengthening of several informative and educational measures. Important materials for qualifying the educative work performed by the community health agents and by family health teams were prepared and are distributed in a capacity-building program. Among such material, the following must the highlighted: *10 Passos para a Alimentação Saudável para Crianças de até 2 anos* [10 Steps for Healthy Diet for Children Aged up to 2 years]; *Receitas Saudáveis a Baixo Custo* [Low Cost Healthy Recipes] and *Alimentos Regionais Brasileiros* [Brazilian Regional Food]. The last one mentions fruits and leaves of the native flora, rich in vitamins and minerals, which may be used for reinforcing the diet, at extremely low costs.

The Ministry of Education is also undertaking bold efforts in the field of school meals, taking into consideration the guidelines for a healthy diet. Following that line, the *Conselho de Alimentação Escolar – CAE* was assigned with the following obligations: *(i)* take care of food quality at all stages, since its purchase until its distribution; *(ii)* confirm the use of 70% of the resources, at least, for purchasing basic products, notifying the executing entity about any irregularity; and *(iii)* follow-up the appliance of acceptability trials whenever a new kind of food is introduced, always observing the good hygienic and sanitary practices.

Another action that evidences the concern of the Ministry of Education about the quality of food provided in public schools is related to the 76 basic products, considered as the most consumed by the Brazilian population. Such products were identified according to researches on

food consumption, carried out by the *Universidade de Campinas – UNICAMP*, by the Ministry of Health and by the Federal District Health Secretariat, in the metropolitan areas of Belém, Brasília, Goiânia, Rio de Janeiro and Curitiba, and in the cities of Campinas and Ouro Preto, from 1996 to 1998. Thus, according to the Ministry of Health recommendations, the products shall be bought only after being submitted to the evaluation and liberation of the Health Secretariat of the States, of the Federal District or of Municipalities, which certify their responsiveness to the identity and quality standards, pursuant to legislation in force, as well as the hygienic-sanitary testing.

It should also be stressed out that the Ministry of Education is implementing an automated system for following and monitoring the food distributed, which the *Conselhos de Alimentação Escolar* shall use as an evaluation tool, after 2002.

Furthermore, capacity-build events for the 700 *CAE* staff members, representatives of Municipalities were carried out along 2001, to change the attendants into multiplier agents for the process. The action aims at providing the councils with tools for effectively exercising social control, focusing on healthy dietary practices in public schools. As of December, the multiplication process had reached a total of one thousand Municipalities and trained about 2 thousand counselors.

Additionally, were edited 35 thousand issues of the booklets *É hora da Merenda* [It's lunch time] and *Planejamento de Cardápio e Controle de Qualidade* [Menu Planning and Quality Control], for assisting in the management of the *Programa Nacional de Alimentação Escolar*, and for improving the quality of food given to children, as well. Those booklets were distributed among all Education Secretariats, among CAE counselors and the other executing entities. Other guiding materials – about 1 million folders, posters, etc. – were produced and distributed to the agents involved in the implementation of this governmental action.

It is important to highlight the action of the *Tribunal de Contas da União – TCU* [Union Audit Court] and of the *Sistema de Controle Interno* [Internal Control System] of the Union Executive Power as inspectors, as well as the action of the Health Secretariats of the States, the Federal District, Municipalities or similar bodies, as responsible for food sanitary inspection.

4.4 Brazilian Social Protection Pattern

The recent pathway of social policies is marked by changes that bring important transformations in the Brazilian Social State profile, as inherited from the authoritarian system. These changes are allowing for developments towards complying with the principles of liability,

transparence and partnership State/Civil Society, as required for realizing the human right to adequate food. The changes may be grouped in seven representative dimensions: universalization, decentralization, society participation, actions focus or selection, ruling and regulating, adoption of measures addressed to increase both efficiency and efficacy of the governmental apparatus, and the progressive increase on Federal social expense. Additionally to the developments related to principles of liability, transparence and partnership, the changes – by improving the population access to education, health, job and income, as well as to social protection in vulnerability situations – contribute for better access to food.

The *universalization of actions* is grounded on the 1988 Constitution. Although the Brazilian social protection system is far from a redistributing and egalitarian standard, the universality of policies on health, assistance, social security and education have undergone several developments in the last few years. Concerning health, one can observe the progressive consolidation of the *Sistema Único de Saúde – SUS*, which aims at granting egalitarian access to health system for everyone, by organizing a decentralized network. Besides decentralization, another outstanding fact is the integral assistance, the priorities of which are preventive activities and community participation.

Still within *SUS* scope, the *Programa Saúde da Família – PSF* [Family Health Program] is the structuring axis for the new model of health care. Its objective is to enlarge the population access to basic health services, through community health agents and family health teams. PFS strategy is to reorganize the assistance practice, redesigning the traditional model addressed to hospital and cure of diseases. Its attention is focused on the family, thus allowing the health teams to have a more preventive action and go beyond the practice of just curing diseases.

By the end of 2000, another step was taken for consolidating *SUS*, when the Constitutional Amendment 29 was approved, granting minimum resources for the sector at the three levels of Government. Therefore, health field became less vulnerable to the well known budgetary and financial oscillations.

Concerning social assistance, the development in universalizing actions is noticeable. Understood as a right of the population, regardless previous contributions of any nature, assistance actions are conceived as a grant for minimum social standards to given vulnerable groups, whose social incomes are under an established minimum level. In terms of income, a monthly allowance is granted to old people who cannot maintain himself/herself, as well as for people with serious handicaps. It also foresees protection to family, to maternity, to childhood, to

adolescence and to elderly; the assistance to needy children and adolescents; the habilitation and rehabilitation of handicapped people, as a way of integrating them to community.

For Social Security, the promotion of parity among urban and rural workers is the most important step towards universalizing the social security services (see box below). Furthermore, the access to some benefits aimed at greater protection was extended to the low-income insured people. That is so, for example, with maternity allowance, which is outstanding for its increase of almost 400% in a single year, and reported a jump from 167 thousand benefits granted in 1999 to 829 thousand in 2000.

Universalization of Rural Social Security

Brazil is the country that, among the developing nations, presents the most complex and sophisticated system of social protection to rural population, known as "*Previdência Rural*" [Rural Social Security] or, also, for its previous name "FUNRURAL". The Brazilian Rural Social Security, the initial law dates of 1971, was almost universalized upon the 1988 Constitution and protects the large groups of workers and rural workers, including fishers and similar, as well as their dependants. One requirement for having access to coverage is that the rural activity be practiced under the "familiar economy system", i.e., using at the work only non-remunerated familiar labor force.

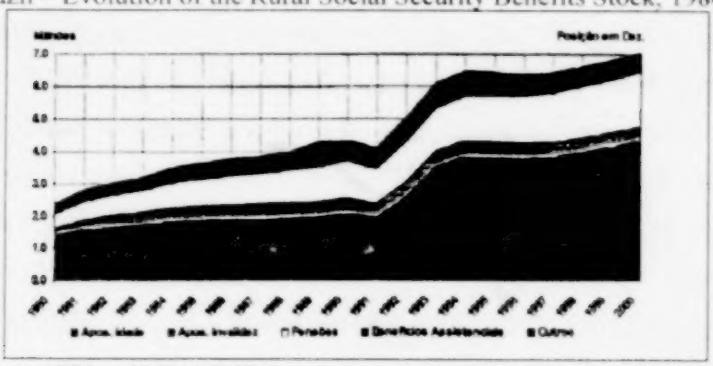
The major innovation, which allowed for the extension and further universalization of the Social Security coverage to rural area, was the rupture with the Bismarckian contribution principle, which works well for urban workers with regular income, but is an overwhelming obstacle under the circumstances of monetary income irregularity undergone by agricultural and cattle framing occupations. Another required rupture for allowing the implementation of this program – including under the fiscal view – was the determination that benefits to be granted should be basic and uniform, flat-rate type: the retirement and pension benefits, maternity allowance and other rural benefits in Brazil are equivalent to one official minimum wage. Therefore, the classic social security notion that retirement benefit must correspond to the income insured while the worker was active is not applicable. Such ruptures, jointly with the fact that most workers and dependents protected by the system make up the group holding the lower monetary income in the country makes – mainly in Brazil inland areas – the retirement mean an increase on the beneficiary social status, since he/she frequently starts to count on a regular income higher than the average income perceived when he/she was an active worker. The Rural

Social Security also has a strong impact on the reduction of rural poverty and indigence levels, besides other positive socio-economic impacts. [1]

Currently, the Rural Social Security pays 6.3 million benefits, [2] out of which 4.1 million refer to retirements for age and 1.6 million for widow pension. As can be noticed from Graphic 1, the moment where the most intensive expansion took place was in the first half of the 90's, with a jump from 4.11 million benefits (1991) for 6.48 million (1995); period when the 1988 Constitution determinations were implemented. The coverage to women was especially included in this movement of universalization; women, according to rules in force in between 1971 and 1992 were hardly covered, excepting in the absence of their spouse.

GRAPHIC 1

Brazil – Evolution of the Rural Social Security Benefits Stock, 1980 – 2000



Source: AEPS and MPAS/CGEA.

Note: *Outros* [others] include Retirement for Time of Work, Accident Benefits and Allowances

The Social Security collects, in rural area, a contribution equivalent to 2.2% on the production sales value. The purchaser must collect this contribution to the Social Security, in such a way that most rural workers have their first contact with the Social Security when they claim the benefit. For claiming the benefit there is no need of proving contributory time; rather, they must evidence the time of work under the familiar economy system. Given the rural area uniqueness, the documents accepted are different from those required for urban workers in order to prove the right to retirement (such as land possession/ownership document, statement of the rural workers union, affidavit issued by a Municipal authority, etc.).

Rural Social Security financing, however, is not based on the contribution over the first production sale. The revenue of such contribution, together with others collected in the rural area, usually does not go beyond 10% of the volume of expenses incurred. The remaining 90% are covered with National Treasury transfers and with a cross subsidy from urban workers to

rural workers, thus corresponding to a structural deficit of 1.0% of the GNP. Despite the magnitude of this deficit, the several positive and redistributing social impacts justify this program as one of the best social programs in the Latin America.

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[1] For an evaluation on Rural Social Security, see Delgado & Cardoso Jr. (Orgs) *A Universalização dos Direitos Sociais no Brasil: A Previdência Rural nos anos 90*. Brasília: IPEA, 2000.

[2] Number of benefits issued on Dec. 2001, according to the *Boletim Estatístico de Previdência Social do MPAS*. The life rural monthly income was excluded since, in fact, they are assistance benefits.

Education has also reported a considerable development. Concerning the right to basic teaching the path was contrary to the universalization, since currently 97% of children aged from 7 to 14 are enrolled in the fundamental school. Therefore, from 1995 to 1999, the priority assigned to the universalization of access to school resulted in the incorporation of about 3.4 million new students, in that group age, previously excluded from the system. Also worth of notice is the new model for financing actions, through the implementation of the *Fundo de Manutenção e Desenvolvimento do Ensino Fundamental e Valorização do Magistério – FUNDEF* [Fund for Maintenance and Development of Fundamental Teaching and Valuing of Professorship], from 1998, whose impact was significant for the process of extending the access to fundamental teaching and on teachers' remuneration.

Simultaneously to the process of universalizing the access to fundamental teaching, the food policy linked to education area was also expanded. The *Programa Nacional de Alimentação Escolar* followed the paces of the universalization of the right to teaching, and granted the right to school meals for the new students included in the system.

The *decentralization of Union actions* for States, Municipalities and Civil Society institutions is, on its turn, a movement that is becoming increasingly strong since the 80's, and is a milestone in some areas. The health sector is a pioneer in this process, so that currently 97% of Municipalities are already inserted, in one way or another, to the local *Sistema Único de Saúde – SUS* management. The education field is also outstanding in the decentralization process. The promulgation, in 1996, of the *Lei de Diretrizes e Bases – LDB* [Act on Education Guidelines] for national education clearly stated the attributions of the three governmental levels, grounded on the system of cooperation among the Federation instances. In that context, the Union was assigned with the duty of coordinating the national education policy, articulating the several levels and systems and performing ruling, redistributing and supplementing functions. Additionally to such actions, the establishment of the *Fundo de Manutenção e Desenvolvimento*

do Ensino Fundamental e de Valorização do Magistério – FUNDEF, in 1996, which besides promoting the regulation and expansion of the resources flow for financing fundamental education, as above-mentioned, also reinforced the role of federate agents in its financing.

Still in education field, the decentralization process developed in important programs traditionally executed by the Ministry of Education. The *Programa Nacional de Alimentação Escolar* abolished the juridical figure of the agreement and changed towards the automatic resources transfer. In the specific case of the *Dinheiro Direto na Escola* (Direct Money for School), the resources are directly transferred for a non-governmental organization, like parents and teachers associations or equivalent institution.

The decentralization of actions can also be observed in the fields of social assistance and labor. In the first case, the tools for transferring resources from the *Fundo Nacional de Assistência Social – FNAS* [National Fund on Social Assistance] for State and Municipal funds have already been regulated. The Ministry of Labor and Job designed the *Programa Nacional de Formação Profissional – PLANFOR* for the States to manage the resources.

Another line of changes, the *participation of society* in the formulation, implementation and control of social policies, takes place basically though the councils. Currently, most social policies are linked to councils that, generally, unfold at the three governmental spheres – Federal, State and Municipal – and count on governmental and non-governmental participants. The compositions and competencies vary from council to council; some, for example, are under the parity system, while others are not; some are deliberative and others are just consultative. Furthermore, in some sectors like health and assistance, the national conferences – integrated by representatives of both Government and civil society – legally define the path for the respective policies. However, it is recognized that such tools which aims at sharing the decisions and the management of social policies between the State and the civil society, still need to be improved.

Other mechanisms for the society participation, more specifically the private sector participation, have been fomented. There are several actions of partnership with civil society, stimulated by the Federal Government. The list is very extensive and, as an illustrative example, one could mention the *Programa Paz nas Escolas* [Program on Peace at Schools], of the Human Rights State Secretariat (see box below).

Program *Paz nas Escolas*

The Brazilian Government, through the Human Rights State Secretariat of the Ministry of Justice, created and implemented, as of 2000, the *Programa Nacional de Paz nas Escolas*. The program bets on solidarity, social mobilization, community participation, juvenile protagonism, and on human rights for facing a multi-causal phenomenon that, until late 90's, was invisible and undercover to the Brazilian society: the violence in schools.

Its basic proposal is to contribute for reducing violence in schools, thus providing a set of successful practical alternatives, developed in the scope of civil society, and that have the Government as partner, stimulator and fomenter. Betting on the union of all social actors, on social mobilization and on education in ethics and citizenship, the program comprises actions on: qualification of policemen; qualification of educators (before the Ministry of Education), strengthening of non-governmental organizations and juvenile associations.

Along its two years of existence, the program arose awareness and trained more then 76 thousand people in twenty Brazilian States: Acre, Alagoas, Amapá, Bahia, Ceará, Distrito Federal, Espírito Santo, Goiás, Maranhão, Minas Gerais, Paraíba, Paraná, Pernambuco, Rio de Janeiro, Rio Grande do Norte, Rio Grande do Sul, Rondônia, Roraima, Santa Catarina and São Paulo. Out of the 76 thousand people, 31,700 youngs were trained in juvenile protagonism, 11,786 were trained in human rights, and 7,800 educators were trained in curricular parameters of ethics and citizenship, in partnership with eleven State Secretariats and seven Municipal Secretariats.

In 2000, the program counted on resources amounting to R$ 2.1 million and, in 2001, with R$ 3.7 million. Such increase allowed for multiplying its services in four. As of now, the program has implemented 31 projects in partnership with 25 non-governmental organizations.

Despite the noticeable quantitative progress of the program, much more important is the qualitative jump attained along these last two years, concerning the adoption of an action strategy opened and sympathetic to the civil society responses, and that proved to be more adequate to the phenomenon complexity and to the Brazilian society diversity. Jointly with the ethical option of breaking with the repressive view, and the creation paradigms for facing violence and developing differentiated methodologies, these are the qualitative gains of the program. This posture changed the *Programa Nacional Paz nas Escolas* into a catalyzer of the proposals for prevention against violence.

For the year of 2002, this program counts on approximately R$ 6 million. It is opened to civil society initiatives, expands the number of beneficiaries and moves towards consolidating and disseminating identified successful methodologies, besides keeping on seeking for a national common sense between Government and civil society, that comes to understand the school as a privileged space for building up a culture of peace.

The program has allowed for disclosing that, simultaneously to the development of violence manifestations in the school, there are concrete and successful experiences in overcoming it (see site: www.mj.gov.br/sedh/pasnasescolas), as well as an odd and creative willing by the civil society organizations of joining the Government for facing such a huge national challenge.

Prepared by: Ministry of Justice

It is also worth to stress out the effort made by the *Conselho da Comunidade Solidária* that, since 1995, has promoted activities for strengthening the relations State/Civil Society by implementing programs and projects, in partnership with the Government, non-governmental institutions and private companies (see box below), besides promoting initiatives referring to the establishment of a legal framework for regulating the relation between State and the Third Sector.

A model of Partnership: the *Programa de Alfabetização Solidária*

The *Programa Alfabetização Solidária* is one of the programs managed in the scope of the *Comunidade Solidária*. It was established in 1997 aiming at reducing the scaring rates of illiteracy that still remain in several Brazilian regions. For executing this task, the program started to act based on the ranking of Municipalities that concentrates illiterate people, produced by the *Instituto Brasileiro de Geografia e Estatística – IBGE* [Brazilian Institute of Geography and Statistics], based on the 1991 pool. The work of the *Alfabetização Solidária* is performed through partnerships with private companies, university institutions, individuals, Municipality Administrations and the Ministry of Education– *MEC*. As of 2001, the program had taught 2.4 young people to read and write, through the work of 154,200 local teachers (who had also been trained by the program) of 1,578 Municipalities, involving 1,700 university professors and 204 universities. All together, about 95 partnerships were celebrated with private companies, social organizations and national– including seven State governments – and international governmental institutions, which mobilized about R$ 236 million. For 2002, the program targets to teach 1.2 people to read and write, as well as to develop and train more than 83,300 local teachers in a total of 2,010 Municipalities.

Concerning the *actions focus or selectivity*, one can observe an effort towards prioritizing groups that are socially and biologically vulnerable, in the scope of social policies. It is a way for universalizing the assistance that, then, becomes a practice aiming at *benefiting everyone, and more to who has less*. It means that this movement seeks for contemplating both grant of social rights and the execution of expressive programs for fighting poverty. This is the case, for example, of the *Projeto Alvorada*.

The changes on the standards of *regulation and ruling of public assets and utilities* are gradually defining new parameters for managing and controlling the production of goods and services of social nature. An expressive example of this movement can be found in the health field, where two regulatory agencies were recently established: the *Agência Nacional de Saúde Suplementar – ANS* [National Agency of Supplementary Health] and the *Agência Nacional de Vigilância Sanitária – ANVISA* [National Agency of Sanitary Surveillance]. The first one is intended to control the supply of health insurance and the second one, as previously mentioned, tries to protect the population health through the sanitary control. Another example of regulatory intervention that may be very efficient for granting quality and accessibility to an important health input, is the incentive for the diffusion of the so-called *generic* drugs, as recently regulated by *ANVS*. Finally, an important example of regulatory activity in the specific field of grant to right to food is the establishment of the *Agência Nacional das Águas – ANA* [National Water Agency], responsible for regulating the use of water resources, and for water quality in the country, as well.

Another movement for changing social policies may be observed in the set of measures and tools being implemented by the Government, targeting to *improve its management, seeking for maximizing its efficiency and efficacy*. In that sense, it has tried to improve the quality of services rendered, through measures among which the following are outstanding: *(i)* hiring managers through public contest and the regular training of civil servants; *(ii)* improving the information systems and broader dissemination about the, by using means made available through computers and Internet, among others; *(iii)* the measurement of outputs for better knowing how far policies are reaching. In this particular point, is outstanding the development of the Ministry of Education in implementing more permanent evaluation processes, both for their programs and the teaching system in general, i.e., the *Sistema de Avaliação da Educação Básica – SAEB* [System for Evaluating Basic Education], the *Exame Nacional do Ensino Médio – ENEM* [National Test for

the Medium-Level Teaching] and the *Exame Nacional de Cursos – ENC* [National Tests of Courses]; and *(iv)* the implementation of mechanisms for moving users closer to the access to public goods and services, such as the establishment of the program *Qualidade do Atendimento na Previdência Social* [Quality of the Social Security Services], as well as the installation of tollfree (0800 lines) in almost all social Ministries.

Finally, the progressive increase on *federal social expenses* that, in real terms, increased from R$ 92.2 billion in 1993, to R$ 138.7 billion in 1999, corresponding to an increase of about 50% (see table 4). The priority assigned to the social area is also revealed by the increment on the federal social expense *per capita*, which increased in 37.4% in the surveyed period. In fact, in 1993 the average expense, per inhabitant, of the Brazilian social protection was R$ 618.2; such amount increased to R$ 849.5 in 1999.

The comparisons against the GNP point out the same trend: in 1993, the proportion of expense in relation to the national production was 12.0%, in 1999 it increased to 13.2%. In other words, the Brazilian social State growth was relatively greater than the GNP along those 6 years.

TABLE 4

Brazil – Updated *Per Capita* Federal Social Expense and in Relation to GNP

ITEMS	1993	1994	1995	1996	1997	1998	1999
A. Federal Social Expense [1]	93247.7	101362.0	119169.0	122152.2	136870.0	141258.7	136673.2
B. Resident Population	150844	152894	154972	157078	159213	161379	163235
Federal Social Expense *per capita* = A/B	618.2	663.0	769.0	777.7	859.7	875.3	849.5
Federal Social Expense / GNP (%)	12.0	12.2	12.4	11.8	12.2	12.7	13.2

Source: IBGE and IPEA/DISOC.

Notes: [1] IPEA/DISOC: amounts in R$ million as of December 1999, monthly adjusted, including expenses with Sanitation and Housing financed with FGTS resources.

[2] IBGE: data in thousand inhabitants

One can conclude that this reform movement is ongoing. Its consolidation will depend on the reinforcement of coordination capacity and State control, as well as of greater "permeability" in relation to the organized civil society. Coordination, planning and mobilization of resources proportional to the size of the social debt on one hand, and on the other hand solid legal institutions holders of rights are required conditions for conquering greater equality and social justice and, therefore, the realization of human right and adequate food.

5. Final Considerations

The right to food basically goes through fight against hunger, i.e., for granting all the population the daily access to food in quantity and quality enough. In Brazil, hunger still affects an expressive number of inhabitants: in 2000, 21 million persons, corresponding to 13% of the

population, used to live under extreme poverty, i.e., did not have income enough for meeting their basic food and nutritional needs.

However, it is necessary to stress out that, despite the seriousness of the situation, the efforts undertaken in the last years by the State and by the civil society, have greatly contribute for improving it. In fact, in 1990 the extreme poverty, also referred to as indigence, affected little more than one fifth of the population, which was approximately equivalent, by that time, to 31 million Brazilians. In other words, in one decade the proportion of indigent people decreased in about 40% when dropped from 21% in 1990 to 13% in 2001.

This document had several objectives. Firstly, it tried to recover the accrual of discussions and initiatives undertaken in the country, both in State and civil society scope, and that have allowed for developing, along the last few years, towards implementing the human right to food and food and nutritional security. In that sense, Brazil is outstanding in the international scenario and its contributions may be relevant for the United Nations works on this issue. The country has broad experience that allows for inserting the mistakes and the conquers reached up to now into a context and, based on an analysis of such experiences, to improve the policies addressed for promoting the human right to food and food and nutritional security.

Secondly, it tried to present a diagnosis on hunger in Brazil, in such a way as to understand the magnitude of the issue and its evolution along the last few years. As previously mentioned, the data presented evidence that, despite the fact that hunger still affects an expressive contingent of Brazilians, the situation has sensibly improved along the 90's. Besides the drop in indigence, one could also observe improvement on social indicators related to fulfillment of food and nutritional needs. Therefore, in between 1990 and 2000, poverty diminished in 27%; infantile mortality in 32%; and the illiteracy rate for youngs and adults in 27%. Concerning infantile malnutrition – excellent measure for quantitative and qualitative access to food by families – the drop was equivalent to 33% in between 1989 and 1996, as per the most recent datum available at national level.

It is important to stress out that, in Brazil, hunger is mainly an issue of access to food, rather than the non-availability: the country produces more than enough for feeding its population. In fact, data of the United Nations Organization for Food and Agriculture – FAO – show that in Brazil there are 2,960 kilocalories/person/day available, what is much over the 1,900 kcal/person/day recommended. The problem, therefore, is mainly associated to the low

purchasing power of a great contingent of Brazilians, who do not have enough income for purchasing adequate food.

Aiming at changing this situation, the Federal Government is developing, along the recent years, a set of policies and actions. The third and last objective of this document was to show such interventions. It should be observed that, in the period following the *Plano Real*, Government intensified its efforts in social field. Still in 1995, social expenses increased, in real terms, in about 20% in relation to the previous year, and kept their ascending path even at the moments of economic difficulties; in 1999 (last datum available), the level reached, of R$ 138.6 billion – corresponding to 13.2% of GNP – was approximately 40% higher than in 1994.

It is also necessary to highlight, as one of the results of the macroeconomic policies undertaking in middle 90's, a real increase on domiciliar *per capita* income, and an increase on food prices lower than inflation in general, thus resulting in a drop, whether absolute or relative, of poverty and hungry in the country.

Public policies implemented by the Federal Executive, which contribute towards promoting the human right to adequate food, may be condensed around three main axes:

a) policies addressed to broadening availability of and accessibility to food (including water), i.e., macroeconomic, agricultural, agrarian, sanitation and income generation policies;

b) policies addressed to assisting socially vulnerable groups, including those that contribute for fighting discriminations related to access to food due to social, cultural, racial, color, age or gender reasons. In other words: the policies for fighting poverty, promoting Local Integrated and Sustainable Development, fighting nutritional deficiencies, promoting food for low-income scholars and workers and fighting against racial and gender discrimination;

c) policies for fulfilling food needs. This third and last axis refers to the policies that seek for ensuring biological, sanitary, nutritional and technological quality for food and its use, by invigorating healthy and culturally accepted dietary practices and ways of living.

Permeating all those policies, one can notice the fact hat Brazil is promoting several changes in its social protection pattern, such as, for instance, the universalization of policies on health, education, social security and social assistance: greater participation of society in the implementation of social policies and focusing of actions on lower-income populations. Such transformations are allowing for developments in the principles of liability, transparence and partnership State/civil society, as required for realizing the human right to adequate food.

Summarily speaking, the information contained herein show that a lot has been done in the sense of realizing the right to food such as, for example, the production of successive super-harvests; expansion of access to land; strengthening of familiar agriculture; implementation of broad programs on professional qualification and direct income transfer to needy families; and the expansion of the school food program – one of the major in the world. However, it is necessary to continue improving the policies aiming at eradicating hunger in the country. Moreover: it is necessary to promote the required changes for reverting the still prevailing scenario of income concentration.

For facing such challenges, it is necessary to consolidate a national strategic project that grants the human right to adequate food, as well as its realization in food and nutritional security policies. The construction of a project of that nature necessarily goes through the strengthening of dialogue spaces and partnerships between the State and the civil society.